

Fort McHenry National Monument and Historic Shrine

ADMINISTRATIVE HISTORY



NEW SOUTH ASSOCIATES, INC.

FORT McHENRY NATIONAL MONUMENT AND HISTORIC SHRINE

Administrative History

Report prepared for:

National Park Service - Fort McHenry National Monument and Historic Shrine •

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Preface

In August 2011, the National Park Service (NPS) Northeast Regional Office (NERO) contracted New South Associates Inc., a cultural resources management consulting firm located in Stone Mountain, Georgia to provide an official Administrative History of Fort McHenry National Monument and Historic Shrine. The scope of this document covers the history of Fort McHenry as a unit within the National Park System, beginning with the site's designation as a National Park in 1925, its rehabilitation under the War Department, through the transfer to the NPS in 1933 and up to the present day. Jason Pratt, Contract Specialist at NERO was the contracting office contact for the project and Anna von Lunz, Cultural Resource Manager at Fort McHenry, served as the Contracting Officer's Representative. Both Anna von Lunz and Paul Bitzel, the chief of Resource Management at the park, served as the designated supervisors of the project's development. Historian Patrick Sullivan of New South Associates conducted the research for the administrative history and was the author of the document.

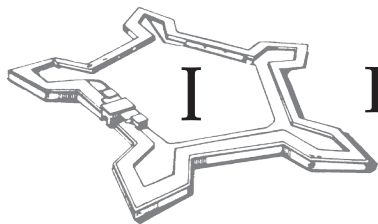
In December 2011, Mr. Sullivan and Mary Beth Reed, also of New South Associates, Inc., visited Fort McHenry to attend the project orientation meeting. As part of the visit, they researched the park's archival and library collections, conducted oral interviews with several longtime staff members at Fort McHenry, and acquainted themselves with the subject matter through tours of the site. The park's holdings contained the majority of superintendent's annual reports, planning documents, partnership information, and photographs that formed the foundation of research for the project.

Additional research repositories were visited in January 2012. The National Archives and Records Administration (NARA) regional facility in Philadelphia, Pennsylvania contained a large body of correspondence between Fort McHenry and the NPS Northeast Regional Office from the 1930s through the 1970s. This included: a copy of an early museum development plan; numerous newspaper clippings and communication regarding the berthing of the Constellation at Fort McHenry; reports on the construction of the flagstaff replica, and documents relating to the park's participation in the Bicentennial. Internal correspondence between Fort McHenry and the NPS Director's office documenting superintendents' concerns regarding admission fees, staff shortages during World War II, and contention with local politicians regarding visitation hours and recreational use at the park were found at the National Archives in College Park, Maryland. The NPS Harpers Ferry Center in Charles Town, West Virginia had a few superintendents' annual reports dating from the 1970s on file that could not be located in the Fort McHenry archives.

The Society of the War of 1812 in the State of Maryland archives housed in the University of Baltimore Langsdale Library were extremely useful in researching local individuals and patriotic organizations campaigns waged to preserve Fort McHenry during the early decades of the twentieth century. Digital copies of Fort McHenry site plans dating from the 1940s through the present were obtained via file transfer protocol (FTP) from the Denver Service Center Electronic Information Technology Center (ETIC). The ProQuest database of the *Baltimore Sun's* historical newspaper archives was accessed on-line through the Baltimore County Public Library.

List of Abbreviations and Acronyms

ACHP	Advisory Council on Historic Preservation
ANCS	Automated National Catalog System
ARPA	Archeological Resources Protection Act
ATS	Alternative Transportation Study
BNHA	Baltimore National Heritage Area
CBGN	Chesapeake Bay Gateways and Watertrails Network
CBPO	NPS, Chesapeake Bay Program Office
CCC	Civilian Conservation Corps
CLI	Cultural Landscape Inventory
CLR	Cultural Landscape Report
CMP	Collection Management Plan
CWA	Civil Works Authority
DCP/EA/AOE	Development Concept Plan/Environmental Assessment/Assessment of Effect
DOE	Determination of Eligibility
EODC	NPS, Eastern Office of the Division of Design and Construction
FOMC	Fort McHenry National Monument and Historic Shrine
FONSI	Finding of No Significant Impact
GBHA	Greater Baltimore History Alliance
HARP	Historical and Archeological Research Project
LCF	Living Classrooms Foundation
LCS	List of Classified Structures
LEED	Leadership in Energy and Environmental Design
LPCA	Locust Point Civic Association
MoA	Memorandum of Agreement
MoU	Memorandum of Understanding
NAIB	National Aquarium in Baltimore
NEPA	National Environmental Policy Act of 1970
NERO	NPS, Northeast Regional Office
NHPA	National Historic Preservation Act of 1966
NHT	National Historic Trail
NMP	National Military Park
NOAA	National Oceanic and Atmospheric Administration
NPS	National Park Service
NRHP	National Register of Historic Places
PWA	Public Works Administration
SHPO	State Historic Preservation Office
STSP	Star-Spangled National Historic Trail
VIP	Volunteers-In-Parks program
WASO	NPS, Washington Support Office
WPA	Works Progress Administration



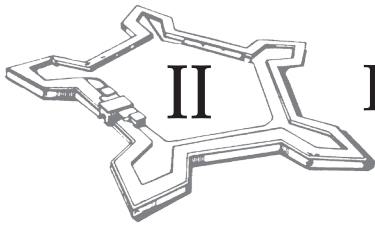
Introduction

Fort McHenry National Monument and Historic Shrine is located at 2400 East Fort Avenue in Baltimore, Maryland. Named after the former Secretary of War, James McHenry and erected on the site of a Revolutionary War Era earthen redoubt, the “First System” fortification was built between 1794 and 1805 as part of the country’s original coastal defense network. Fort McHenry would gain national renown during the Battle of Baltimore on September 13-14, 1814 as the fort and its garrison of 1,000 men held steadfast against an incessant bombardment from British ships. The valiant defense of the city would inspire the Baltimore-born lawyer, Francis Scott Key, to write the poem that would become “The Star-Spangled Banner.” The fort would continue to serve as an active military installation over the next 100 years until its closure in 1912. Fort McHenry was established as a National Park under the administration of the War Department in 1925 for its national significance as the birthplace of “The Star-Spangled Banner” (which was later designated by Congress as the official national anthem in 1931). In 1933, jurisdiction of Fort McHenry was transferred to the National Park Service (NPS) under the Department of the Interior. Six years later, the park was officially designated as a National Monument and Historic Shrine in 1939, the only unit with the National Park System bestowed with a dual designation.

Fort McHenry National Monument and Historic Shrine presently occupies approximately 43 acres in a high-density, industrial and residential setting on the eastern tip of the Locust Point peninsula at the confluence of the Inner Baltimore Harbor and the Upper Patapsco River. The site encompasses the original boundaries of Fort McHenry during the British bombardment in 1814 and additional acreage purchased by the War Department as part of the expansion of the installation in 1836. The park features the historically significant masonry Star Fort, a Civil War-era Powder Magazine, and the surrounding cultural landscape. Modern staff and visitor amenities are located to the north and west of the fort. These primarily include: the Visitor and Educational Center; a Mission 66-era duplex; the maintenance building; and surface parking lots. Fort McHenry has been well managed during the nearly 80 years of NPS stewardship as park managers have balanced the commemorative role of the historic fort with recreational uses of the surrounding area. The comprehensive rehabilitation of the Star Fort during the 1990s and construction of the new visitor center, which opened in 2011, have greatly improved the archival, preservation, and operational problems that had long hampered operations in the twentieth century. The rehabilitation has also prepared the park for the 200th Anniversary of the bombardment of the fort and the writing of “The Star-Spangled Banner” that approaches in 2014, as well as new challenges that may arise in the future.

In the late 1950s, Fort McHenry historians, Harold I. Lessem and David Kimball, prepared an administrative history draft entitled, *A History of Fort McHenry as a National Monument and Historic Shrine* ; however, this document was never published or approved by the NPS. This administrative history provides an overview of Fort McHenry National Monument and Historic Shrine from the initial European settlement of Locust Point in Baltimore to the present day. This history concentrates on the period covering the designation of the site as a National Park under the War Department and its subsequent development and management as part of the National Park System. This discussion will pay attention to the close relationship between Fort McHenry and the Hampton National Historic Site in Towson, Maryland, noting that Hampton plays a role in the fort's management history. This document primarily focuses on Fort McHenry.

Following this introduction, Chapter II provides a concise history of the development, administration, and use of Fort McHenry. This narrative begins with the construction of its antecedent, Fort Whetstone, during the Revolutionary War; continues through the Battle of Baltimore in 1814 into the early decades of the twentieth century when the property became a municipal park; and finally, details the fort's use as a World War I military hospital. Chapter III documents the efforts to preserve Fort McHenry following the War Department's announcement to sell the post in 1921, its designation as a National Park in 1925, the administrative transfer to the NPS in 1933, and subsequent change in title to Fort McHenry National Monument and Historic Shrine in 1939. In Chapter IV, the planning and physical development of Fort McHenry as a National Park is discussed from the War Department's restoration of the site beginning in the late 1920s to present day with a focus on the impacts to the park due to changing administrative policies, significant historic events, and external challenges. Chapter V addresses park operations and the organization of personnel, identifying major trends with regard to administration, interpretation, maintenance, and protection, as well as the factors contributing to the creation of the Resource Management Division in 2007. Fort McHenry's relationships with the local community and park partners are explored in Chapter VI. Chapter VII examines cultural and natural resource management at the park; how administrators made decisions regarding their responsibilities for the preservation and rehabilitation of the area; and the evolution of resource management practices to better reflect changes in NPS policies and guidelines. Chapter VIII reviews the main trends of interpretation at Fort McHenry; how it has been informed by ongoing archeological investigation and historical research; and how it has been influenced by the emergence of living history in the National Park System. The histories of commemorative practices and memorialization at Fort McHenry and their importance in defining interpretation of the site are explored in Chapter VIII. The appendices that follow include: a chronology of the development and significant events that are important in the history of Fort McHenry; a list of the current and former park superintendents; major federal, state, and city legislation associated with Fort McHenry's administrative history; the park's National Register of Historic Places (NRHP) Nomination; and estimated annual attendance numbers from 1933 to 2011.



Pre-Park History, 1776-1923

The episodic history of Fort McHenry has been marked by phases of expansion and decline over the course of its existence. Built atop a Revolutionary War antecedent, Fort McHenry is a defining and rare example of an American First System coastal fortification. The fort attained a high-level of national importance during the Battle of Baltimore and Francis Scott Key's authorship of "The Star-Spangled Banner" in 1814. Nevertheless, much of the fort's history during the nineteenth and early twentieth century can be characterized by a sustained period of material deterioration and strategic obsolescence. Annual commemoration celebrations honoring the people and events on September 12-14, 1814 defined and reawakened Fort McHenry's cultural and historical significance for Baltimore citizens and the American public as a whole.

REVOLUTIONARY WAR DEFENSES AT FORT WHETSTONE

Although the modern Baltimore area was first settled by European colonists in the early 1660s, it was the emerging iron ore mining industry that spurred the founding and planning of Baltimore Town in 1729 on 60 acres at the basin of the Patapsco River's Northwest Branch. Gradual enlargements of the town limits between the 1740s and 1760s demonstrated the town's commercial growth as a manufacturing and trade center in the Mid-Atlantic.¹ Heavily dependent on shipping, Baltimore's mercantilist class seethed at a series of British punitive tax acts and trade restrictions imposed on business interests in the American colonies during the 1760s and 1770s.² These taxes were enacted by Parliament to pay down high debts that the British government incurred during the protracted French and Indian War (1754-1763). This steeply eroded the political bonds between the colonies and the crown. On April 19, 1775, bloody clashes between American militiamen and the British troops at Lexington and Concord finally severed those bonds and ushered in the American Revolutionary War.

Maryland's colonial government moved quickly to fortify Baltimore. By early 1776, the Congress of Deputies selected Whetstone Point as the site of Baltimore's primary harbor defense.³ Located at the eastern tip of a peninsula that split the middle and northwest branches of the Patapsco River just south of the town limits, Whetstone Point had long been recognized for its commercial viability and as a strategic location for guarding access to the two river channels. The Maryland Colonial Assembly had designated Whetstone Point as a Port of Entry in 1706.

1 Mayer, *Baltimore: Past and Present*, 19–22.

2 Scharf, *History of Baltimore and Baltimore County*, 67–69.

3 Nelson, *An Architectural Study of Fort McHenry*, 1.

By 1729, the British-owned Principio Furnace Company began iron ore mining operations on Whetstone Point.⁴ This continued until January 1776, when Maryland's revolutionary government confiscated the property for the construction of coastal defenses. Later that month, the Baltimore Committee of Observation was organized to prepare budget estimates and supervise the development of the fortification project. Amateur engineer Felix Louis Massenbach and Baltimore schoolmaster James Alcock were hired by the Committee of Observation to design the defensive installation, named Fort Whetstone, at a cost of £6,200.⁵

Work began "with all convenient speed" in early February 1776 on the construction of a single, shoreline gun battery manned by the artillery company under the command of Captain John Fulford of the Maryland Militia. The sighting of the British sloop, *Otter*, in Chesapeake Bay on March 5, 1776, prompted additional development, over a frantic, 10-day span, of a star-shaped redoubt with earthen breastworks and a second water battery accommodating eight additional cannons. Channel obstructions, including an iron-chain boom, were also placed between the span of Whetstone Point and Gorsuch's Point to deter the advances of enemy British ships into Baltimore Harbor.

On September 9, 1777, the *Maryland Gazette* boasted, "the fort, batteries, and boom at Whetstone Point are in excellent order; an air furnace is erected at the Point, from which red thunderbolts of war will be used to meet our invading foes." The following year, Fort Whetstone contained 38 cannons and an attendant barracks-hospital building located outside the perimeter of the Star Fort. Initial plans for the construction of additional buildings, including a magazine and laboratory, were never realized.⁶

By 1780, France had entered the war as an ally of the American colonies as retribution for their loss of Canada 17 years earlier in the French and Indian War. Captain Louis Alexandre Berthier, a cartographer with the French Expeditionary Army, provided the earliest graphic representation of the defenses of Fort Whetstone. The map was prepared in September 1781 as French troops under Comte de Rochambeau passed through Baltimore on their way to Yorktown, Virginia where the American Continental Army had ensnared British forces under the command of General Charles Cornwallis (Figure 2-1). Berthier's map depicted the upper and lower gun batteries lining the northeast shoreline and the five bastion, star plan earthen fort located on higher ground just to the southwest. A single road to the installation traversed the length of the peninsula from Baltimore and a small structure, possibly a guardhouse, was located adjacent to the corridor on the western extent of Whetstone Point. The road terminated at a cluster of five buildings huddled to the north of the Star Fort.⁷

4 Whitely and Whitely, "The Principio Company," 190–191.

5 Nelson, *An Architectural Study of Fort McHenry*, 1–2.

6 Sheads, *Fort McHenry*, 2.

7 Berthier, "Ville, port, et rade de Baltimore dans le Maryland." "month":1,"day":13}}}, "schema": "https://github.com/citation-style-language/schema/raw/master/csl-citation.json"} }



Figure 2-1. Portion of the 1781 Plan, “Ville, port, et rade de Baltimore dans le Maryland” Showing Fort Whetstone and Surrounding Area (Source: Library of Congress, Rochambeau Collection).

Despite occasional sightings of British vessels in the Chesapeake Bay, Baltimore and Fort Whetstone were spared combat during the Revolutionary War. Confident that the threat to Baltimore had faded by the late summer of 1781, the Maryland Commissioners for Confiscated British Property planned to auction the Principio Company’s former Upton Court holdings, which included the garrison on Whetstone Point. The lands occupied by Fort Whetstone were eventually divided and sold to various private individuals on July 30, 1782.⁸ Iron mining resumed on the property while the earthwork defenses were allowed to fall into ruin.⁹

CONSTRUCTION OF FORT MCHENRY

Wary of the series of wars raging in Europe between Britain and France and fearing that the United States could be drawn into a larger fight, President George Washington repeatedly pressed Congress in 1793 to authorize the administration’s plan for a permanent coastal defense system built along the Eastern seaboard of the United States. The Maryland House of Delegates agreed in December of that year to allow permission of the federal government to “erect a fort, arsenal, or other military works” on Whetstone Point “with the consent of the owner of the soil.”¹⁰

8 Nelson, *An Architectural Study of Fort McHenry*, 13, 51–52.

9 Cheek, Balicki, and Pousson, “On the Shore Dimly Seen...”: *An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland*, 9.

10 Maryland House of Delegates, 25 December 1793, *American State Papers*, XVI: 71.

On March 20, 1794, Congress finally passed the “Act to Provide for the Defence of Certain Ports and Harbors in the United States.”¹¹ Collectively known as the First American System of fortifications (1794–1804), this initial network of 16 harbor defenses lined the Atlantic Coast from Georgia to Maine. Budgets and designs prepared for each fort were based on a number of factors, including the economic importance or strategic value of the harbor and recommendations of the project engineer. In general, First System defenses were often inexpensive, rudimentary earthworks based on seventeenth-century, French engineering design theories.¹²

With its expansive harbor and access to inland agricultural markets, Baltimore had grown to become the third largest port economy in the United States during the late eighteenth century.¹³ Recognizing the town’s expanding economic importance, Congress allocated \$4,225.44 as part of the 1794 seacoast defense act to replace the ruins on Whetstone Point.¹⁴ Between 1795 and 1800, the federal government purchased three parcels totaling approximately 25.6 acres upon which to erect the new fortification.¹⁵

Secretary of War Henry Knox appointed French engineer Major General John Jacob Ulrich Rivardi on March 28, 1794, to design the fortifications at Baltimore with Samuel Dodge serving as his local supervisor. Initial plans called for 28 gun batteries and a redoubt with earthen parapets, two magazines, and a blockhouse with barracks accommodating 50 soldiers.¹⁶ Severely constrained by the project’s low budget and the prohibitive costs required for upgrades to the poor condition of the existing Fort breastworks, Rivardi focused his energies on improvements to the site’s upper and lower water batteries during his tenure from 1794-1797.¹⁷

In 1798, a looming threat of war with France prompted Congress to increase funds for coastal defenses. That same year, Major Louis Tousard succeeded Rivardi and began development of a masonry Star Fort on top of the previous earthworks. Tousard’s term as project engineer lasted only one year before Secretary of War James McHenry replaced him with Jean Foncin on March 28, 1799. Dissatisfied with his predecessor’s plans, Foncin scrapped them in favor of a more elaborate design that was approved by Secretary McHenry and the supervisory Marine Committee of Baltimore with an increased budget of \$39,938.34. Construction began in the summer of 1800 on the newly christened Fort McHenry; by 1802, much of the work had been completed on the masonry redoubt and a federal artillery company occupied the post in February of that year. Additional development on the outer works continued through 1805.¹⁸

11 *Annals of Congress*, 3rd Congress, 1st sess., 1423-1424.

12 Lewis, *Seacoast Fortifications of the United States*, 18.

13 Kanarek, *The Mid-Atlantic Engineers: A History of the Baltimore District, U.S. Army Corps of Engineers, 1774-1974*, 2.

14 Sheads, *Fort McHenry*, 6.

15 Pousson, “Draft chronology of events associated with the acquisition of real property comprising Fort McHenry, Baltimore, Maryland, by the U.S. Government,” 1.

16 Kanarek, *The Mid-Atlantic Engineers: A History of the Baltimore District, U.S. Army Corps of Engineers, 1774-1974*, 2.

17 Nelson, *An Architectural Study of Fort McHenry*, 15–17.

18 Sheads, *Fort McHenry*, 7.

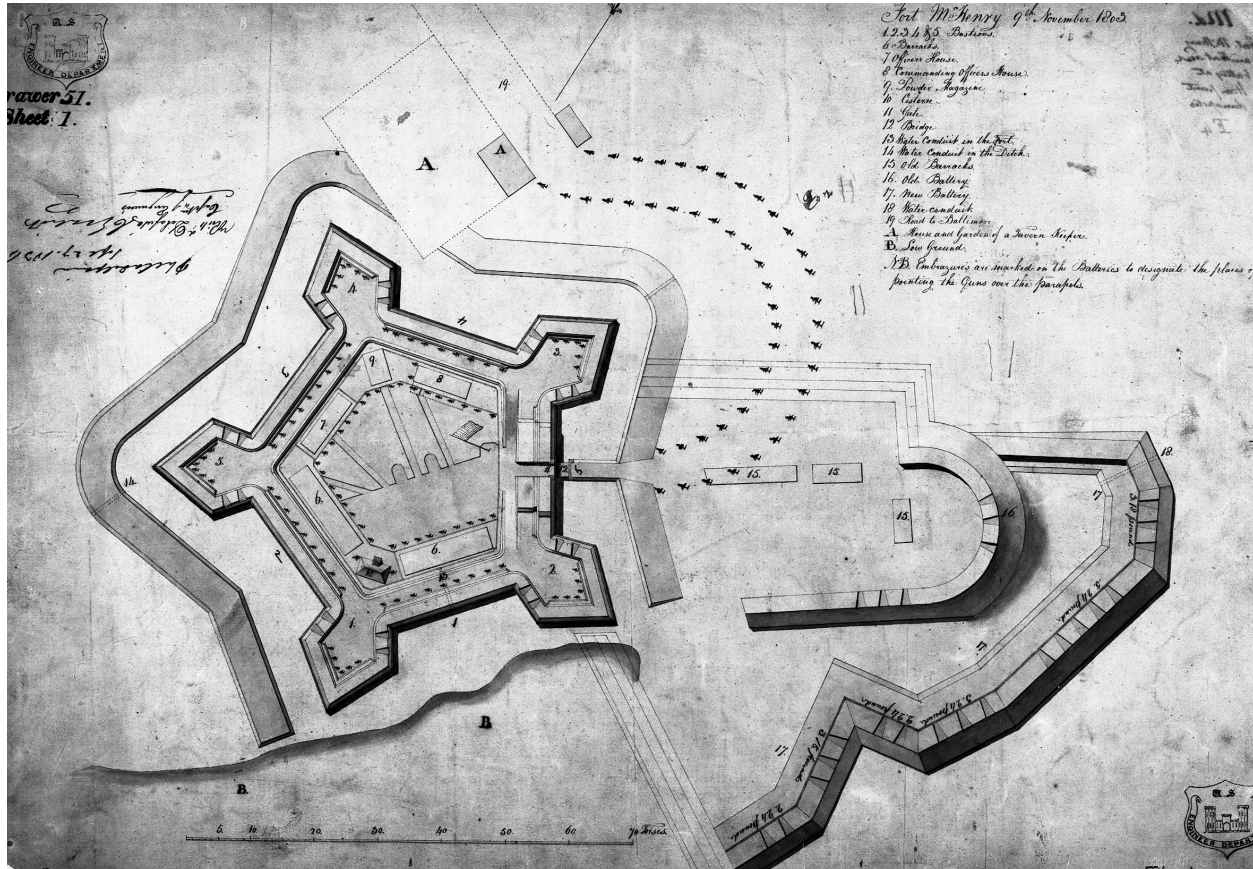


Figure 2-2. Plan of Fort McHenry, Maryland in 1803 (Source: Library of Congress, Record Group 77).

A record of Foncin's original plan of the multi-tiered, defense system at Fort McHenry is provided in the architectural drawing dated "November 9, 1803" (Figure 2-2). The upper and lower water batteries guarded the channel approaches to the middle and northwest branches of the Patapsco River, while the brick, five-bastioned Star Fort defended the batteries from land-based assaults. Two companies of combined infantry and artillery forces manned the 40 cannons mounted on outer batteries and at the four embrasures of each bastion. The redoubt enclosed a central parade ground bounded by a powder magazine, cistern, two enlisted men's barracks, two officer quarters, and flagstaff. Access to the interior was through the sally port on the eastern escarpment wall while a dry moat and earthen counterscarp ringed the fort's exterior to the east, north, and west. Lombardy poplar trees, planted to obstruct the view of the fort lined the bastions, parade ground, and curved entrance pathway.¹⁹ The 1803 plan also indicated the presence of three "Old Barracks" near the old upper battery. A brick tavern and attendant garden were located adjacent to the main road just outside the fort's boundaries.

THE WAR OF 1812 AND THE BATTLE OF BALTIMORE

The international tensions that motivated the construction of Fort McHenry in 1794 did not abate over the course of the next two decades. Outrage over British (and to a lesser extent French) policies of seizure of United States merchant ships and crew, which was compounded with the desire of

19 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 17.

some American politicians to annex Canadian lands in the territorial west, paved the way toward a declaration of war with Britain on June 18, 1812.²⁰ In early 1813, fighting began to shift from the haphazard campaigns waged along the Canadian frontier and Great Lakes Region to the East Coast of the United States. British attacks intensified on the Chesapeake over the next few months, while Washington D.C., the nation's new capitol lay exposed. As one of the largest commercial harbors in the United States, Baltimore also was not expected to be spared the might of the British Navy as it had during the Revolutionary War.

Anticipating the coming conflict and spurred by the sighting of British vessels in the upper Chesapeake, a number of defensive improvements were started at Fort McHenry in the spring of 1813. Chief among the recommendations by Captain Samuel Babcock of the U.S. Army Corps of Engineers (USACE) was the construction of a brick-faced, rectangular ravelin to protect the Star Fort's sally port entrance. Other modifications included the filling of bastion embrasures and elevation of the gun emplacements, as well as the deepening of the dry moat.²¹ In June 1813, 33-year-old Major George Armistead was appointed to take command of the defenses at Fort McHenry and began an aggressive recruiting campaign and drilling regimen to prepare his men in the U.S. Corps of Artillery for war.²²

The steadfast character of Major Armistead and his 1,000-strong garrison at Fort McHenry would be severely tested over the course of September 12-14, 1814. With cries in England to "chastise the savages," the British brought their full weight to bear on the Chesapeake Region with a rout of the disorganized American forces at the Battle of Bladensburg on August 24, 1814 and the subsequent burning of Washington D.C. They then turned their sights to Baltimore.²³ Armistead remained defiant in the face of the impending attack, ordering for an oversized, 15-star U.S. flag to be flown above the fort in full view of the enemy. In the afternoon of September 12, 1814, Baltimore militia forces engaged the British Army at the Battle of North Point just east of the city. The following morning of September 13, British warships, amassed on the Patapsco, unleashed an incessant bombardment on Fort McHenry that continued throughout the day and into the rainy night for 25 hours (Figures 2-3).²⁴

"THE STAR-SPANGLED BANNER"

Francis Scott Key and his two countrymen, Colonel John S. Skinner and Dr. William Beanes, anxiously watched the shelling of Fort McHenry from the rear of the British naval lines on deck of a flag-of-truce sloop *The President*. Key and Skinner had earlier petitioned British authorities for the release of Beanes and the British temporarily detained the three men until fighting concluded. As light dawned on the foggy morning of September 14, Key spied Armistead's large American flag, brazenly signaling that Fort McHenry had withstood the fight. A few hours later, the Battle of Baltimore was over.

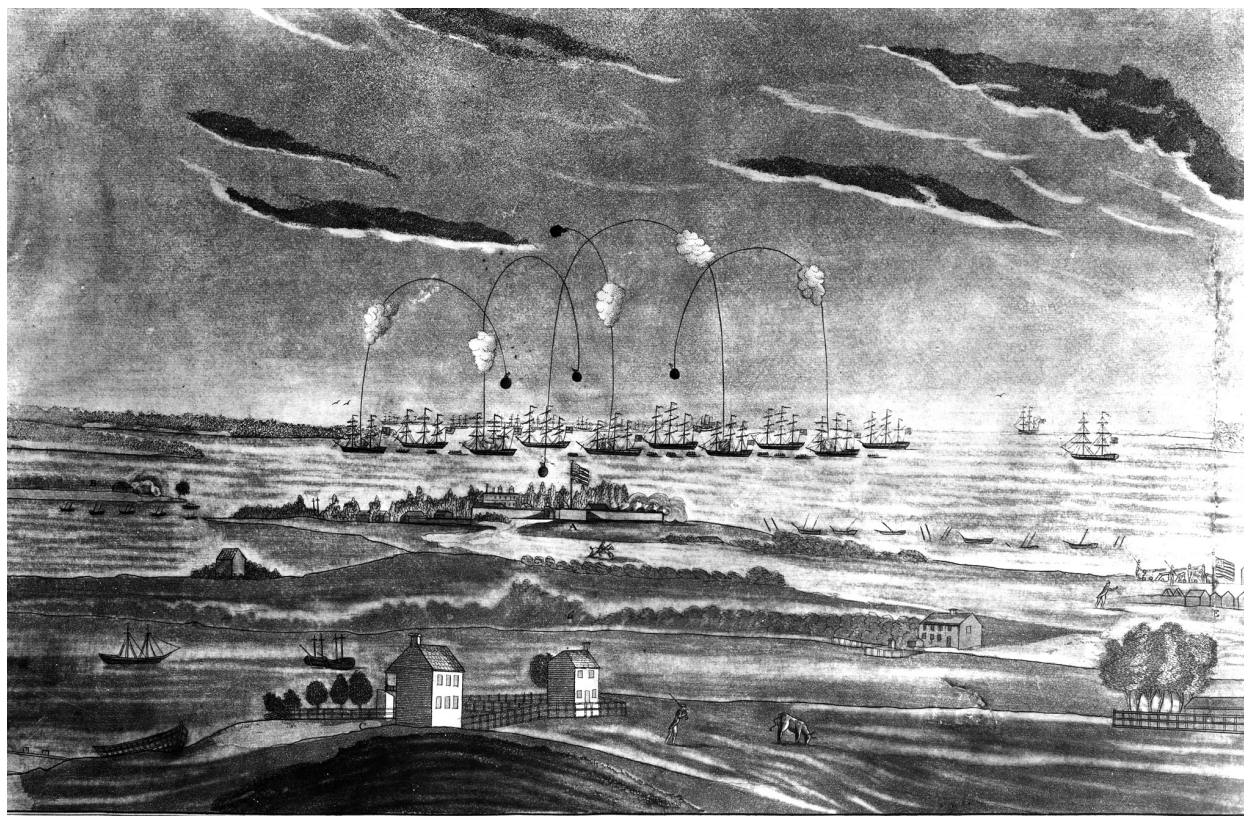
20 Borneman, 1812, 45,51.

21 Thompson and Newcomb, *Historic Structure Report, Fort McHenry Historical and Architectural Data, Fort McHenry National Monument and Historic Shrine, Maryland*, 20–22.

22 Sheads, *Fort McHenry*, 23.

23 Lord, *The Dawn's Early Light*, 36,139.

24 Borneman, 1812, 245.



VIEW of the BOMBARDMENT of Fort McHenry, near Baltimore, by the British fleet, taken from the battery under the Command of Admirals Cochrane & Cockburn, on the morning of the 13th Sep 1814 which lasted 24 hours, & was from 1,000 to 1,200 shells in the night attempted to land by forcing a passage up the ferry channel but were repulsed with great loss.

(Reference.)
A. Fort McHenry.
B. L'Anse-au-Loup.
C. L'Anse-au-Loup.
D. L'Anse-au-Loup.
E. L'Anse-au-Loup.

Figure 2-3. "A view of the bombardment of Fort McHenry, near Baltimore" (Source: Library of Congress, Prints and Photographs Division, Washington D.C.)

As the British withdrew their ships, Francis Scott Key began to record the event in a few poetic lines. The completed poem contained four stanzas and was published in Baltimore two days later as "The Defence of Fort McHenry." Set to the tune of a familiar English drinking song, "To Anacreon in Heaven," "The Star-Spangled Banner" quickly became a patriotic rallying cry among Americans during the remainder of the war and would continue to grow in popularity throughout the United States over the course of the nineteenth century.²⁵

AFTER THE BOMBARDMENT

In the wake of the British bombardment, Armistead immediately ordered repairs of the battered Fort McHenry to bolster weaknesses in her defenses. The powder magazine, which had miraculously been one of only two buildings damaged during the attack, was rebuilt with an improved bombproof design that included reinforced walls, a large, brick vaulted roof clad with slate, and the erection of a traverse to protect the front entrance (Figure 2-4).²⁶ Other defensive improvements made in 1814 consisted of a bombproof over the recently installed parade ground well, two bombproofs for the garrison housed within the Star Fort, and dedicated magazines for the outer water batteries.²⁷

²⁵ Lord, *The Dawn's Early Light*, 293.

²⁶ Svejda, *Fort McHenry Military Structures*, 36.

²⁷ Thompson and Newcomb, *Historic Structure Report, Fort McHenry Historical and Architectural Data, Fort McHenry National Monument and Historic Shrine, Maryland*, 27.

RECONSTRUCTION PERIOD

Inconsistent maintenance carried out amid reduced funding characterized much of the work at Fort McHenry in the two decades after the war. By 1828, criticisms of health conditions and cramped living quarters prompted an inspection and corresponding report that recommended a number of significant alterations and repairs to the fort. Between 1829 and 1839, extensive modifications were made in an attempt to upgrade defensive infrastructure and ordnance capabilities at the fort. Many of the older First and Second System fortifications, like Fort McHenry had become outdated in comparison to the larger, modern casemate designs embodied in the Third System plans that attained prominence among American military engineers in the late 1820s and 1830s.²⁸ Initial improvements at Fort McHenry included an application of a water cement wash to the ravelin and the fort's exterior masonry walls, as well as the addition of a covered entrance to the sally port with flanking guardhouses. More significant changes were made with the second-story enlargements of all residential quarters within the Star Fort and the addition of two-story porches to each building ²⁹.

In 1833, Lieutenant Henry Thompson, U.S. Army Corps of Artillery, was assigned to supervise the later phases of ongoing work at Fort McHenry. The original poplars that had grown atop the rampart walls since the construction of the fort were cut down and new flooring and roofing was installed on the buildings within the Star Fort.³⁰ Replacement of the outdated 1813 battery with a new outer gun battery proved to be a much larger undertaking and necessitated the extension of the seawall structure along the shore. Two hotshot furnaces were built and a collection of modern ordnance was installed to service the new battery. In 1836, the tavern and boarding house that had stood outside the fort's 1814 gates since 1799 were removed. As a precaution against encroaching industrial and residential development, the U.S. Government purchased an additional 25 acres of land and a 10-foot wall and gate were erected in 1837 along the expanded northwest perimeter.³¹ Work was finally completed in December 1839. The total cost of the 10-year construction program at Fort McHenry stood at \$143,352.³²

New projects continued to be implemented at Fort McHenry in the years prior to the Civil War. Construction began on a new hospital building just south of the entrance and the former 1814 hospital was converted into the commanding officer's quarters. Three brick stables were erected to the northwest of the old hospital and completed prior to 1843. The use of new open space as drill grounds and additions of ordnance storerooms, as well as a cemetery on the southern edge of the property marked the major changes to the post in the 1850s.³³

28 Lewis, *Seacoast Fortifications of the United States*, 39–42.

29 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 30.

30 Thompson and Newcomb, *Historic Structure Report, Fort McHenry Historical and Architectural Data, Fort McHenry National Monument and Historic Shrine, Maryland*, 42.

31 Pousson, *Draft chronology of events associated with the acquisition of the real property comprising Fort McHenry, Baltimore, Maryland, by the U.S. Government*, 1.

32 Sheads, *Fort McHenry*, 50.

33 Cheek, Balicki, and Pousson, *"On the Shore Dimly Seen...": An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland*, 18.

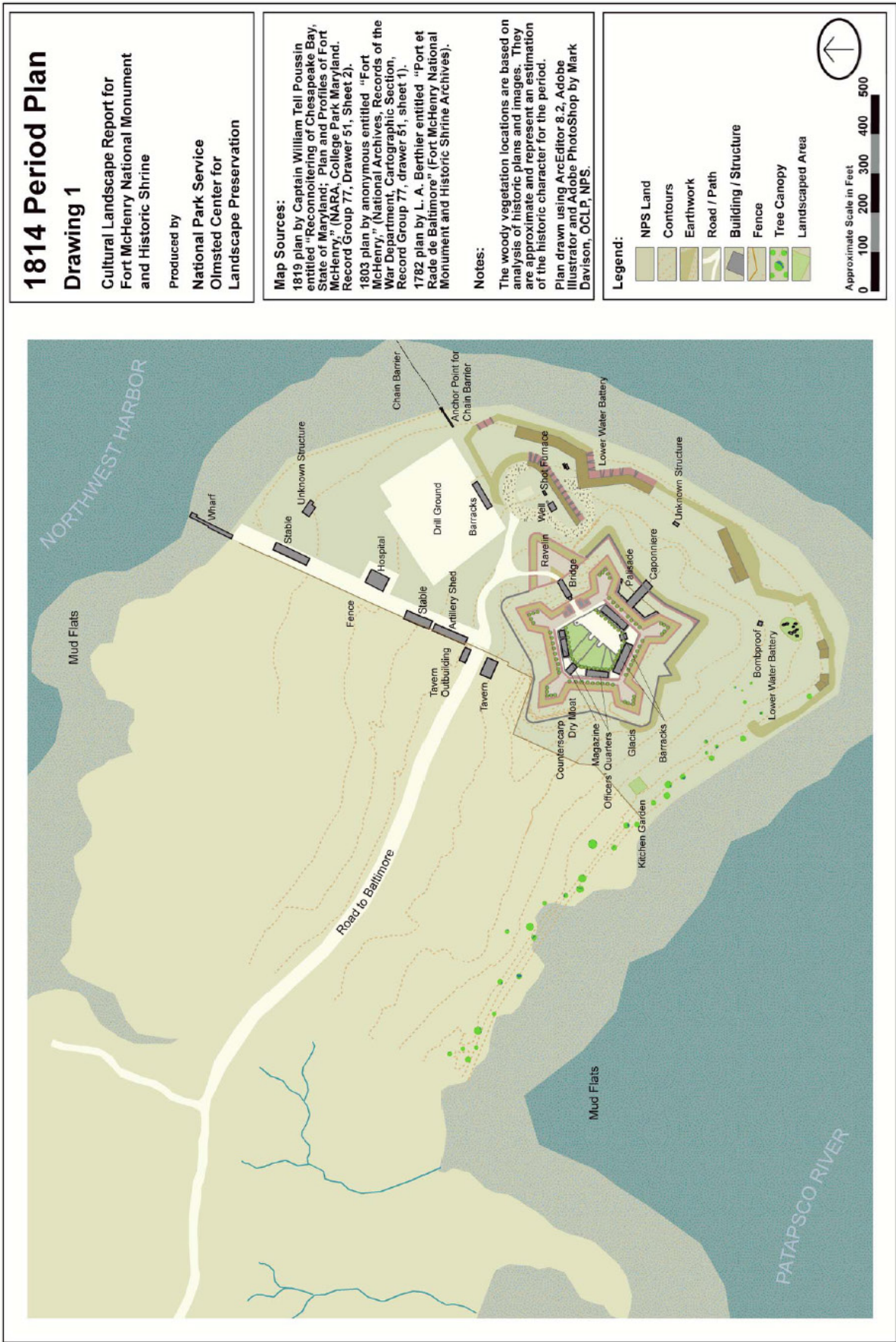


Figure 2-4. 1814 Period Plan of Fort McHenry and Grounds (Source: National Park Service, Olmsted Center for Landscape Preservation).

THE CIVIL WAR

Despite its slide into strategic obsolescence by the mid-nineteenth century, Fort McHenry assumed an important role during the Civil War. After the secession of South Carolina from the Union and the outbreak of war in April 1861, the federal garrison at the fort found itself increasingly isolated as Baltimore erupted into a hotbed of Pro-Southern sentiment. On April 19, 1861, an angry mob attacked federal troops on Pratt Street in downtown Baltimore. The next day, Confederate sympathizers planned to march on Fort McHenry, but were dissuaded when garrison commander Captain John C. Robinson threatened to turn his guns on the heart of the city in reprisal. Any menace of additional violence subsided following the federal occupation of Baltimore on May 6, 1861.³⁴

The onset of Civil War spurred emergency construction at Fort McHenry between 1861 and 1865 as evidenced by two perspective illustrations of the site published at the start and middle of the conflict (Figures 2-5 and 2-6). Two of the three existing brick stables were converted to prisons, while a row of new barracks, a cookhouse, a large powder magazine, and gallows were erected at the northern and southern limits of the fort's expanded grounds. Two Quartermaster ordnance storehouses and a chapel were built adjacent to a roadway just north of the Star Fort.³⁵

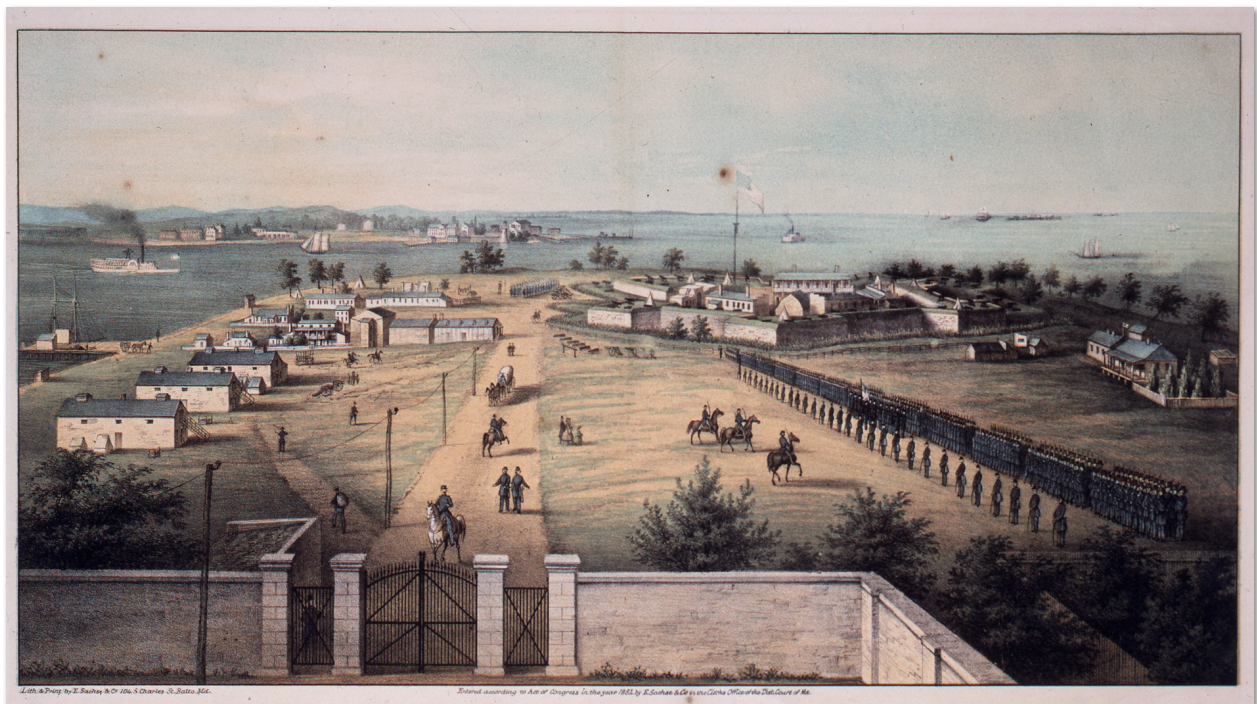


Figure 2-5. 1861 Lithograph by E. Sachse, "Fort McHenry, Baltimore, Md." (Source: Library of Congress, Prints and Photographs Division, Washington D.C., copy on file at the Harpers Ferry Center, Charles Town, WV).

34 Brugger, *Maryland, A Middle Temperament, 1634-1980*, 276, 279.

35 Cheek, Balicki, and Pousson, "On the Shore Dimly Seen...": *An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland*, 18.

36 Unknown, *John Merryman*.

37 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 33–34.



Figure 2-6. 1865 Period Plan of Fort McHenry and Grounds (Source: National Park Service, Olmsted Center for Landscape Preservation).

LATE NINETEENTH AND EARLY TWENTIETH CENTURIES

Fort McHenry's effectiveness as a coastal defense installation continued to decline in the decades after the war. Over the course of the late nineteenth century, the primary defenses of Baltimore harbor were shifted to Fort Carroll, a casemated, Third System of fortification started in the 1840s and located in the middle of the Patapsco River, seven miles south of the harbor.³⁸ Relegated to a second-status position, Fort McHenry was described in the mid-1870s, as "almost useless" from a defensive perspective. However, the War Department's Chief Engineer continued to argue for the retention of Fort McHenry to maintain a garrison in close proximity to Baltimore.³⁹

Innovations in rifled artillery during the Civil War allowed for greater accuracy and impact of projectiles with delivery at much greater ranges than what had been previously attainable. Masonry-built defenses like Fort McHenry were effectively rendered outdated by the new weaponry, which easily punctured brick ramparts.⁴⁰ In an attempt to modernize the fort's weaponry and defenses, five 15-inch Rodman Guns were installed at Fort McHenry in 1866.⁴¹ Other improvements made to the fort during this period included: the construction of a new chapel near the hospital; a row of officer quarters housing to the northeast of the Star Fort and new Commanding Officer's Quarters to the north of the fort; conversion of the Civil War-era prisons into enlisted men's quarters; and upgrades to the sewer system.⁴² In 1870, plans were formalized to replace the 1814 lower water battery with a mammoth, earthen water battery with emplacements for 25 15-inch Rodman Guns and covered magazines. Work commenced on the new water battery in 1873 but lack of funding halted the project in 1876 with only 10 gun emplacements and three magazines brought to completion.⁴³

Rapid commercial and population growth in the mid-nineteenth century also contributed to the fort's outmodedness; pushing the City of Baltimore's municipal limits far beyond Fort McHenry to the south and east along both banks of the Patapsco River.⁴⁴ As development advanced to the southern reaches of the harbor, shipping industries petitioned the federal government to sell the property at Locust Point (formerly Whetstone Point). Evidence of this pressure was manifested in 1878, when Congress authorized the sale of five acres in the northwest corner of the site to the Baltimore Drydock Company.⁴⁵

With a national economy mired in depression and a political unwillingness to invest additional money into aging and outdated seacoast defenses, Congressional authorizations for large-scale improvements and repairs at Fort McHenry were drastically curtailed after 1875 and the fort fell into

38 Kanarek, *The Mid-Atlantic Engineers: A History of the Baltimore District, U.S. Army Corps of Engineers, 1774-1974*, 27.

39 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 50.

40 Lewis, *Seacoast Fortifications of the United States*, 66–67.

41 Sheads, *Fort McHenry*, 67.

42 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*.

43 Sheads, *Fort McHenry*, 68.

44 Arnold, "Suburban Growth and Municipal Annexation in Baltimore, 1745-1918," 117–118.

45 Kanarek, *The Mid-Atlantic Engineers: A History of the Baltimore District, U.S. Army Corps of Engineers, 1774-1974*, 80.

a long period of disrepair over the course of the late nineteenth century. Continuing problems with soil erosion required the removal of the circa 1852 cemetery and relocation of graves to the National Cemetery located in west Baltimore in 1892. Three of the old Star Fort barracks were stripped of their two-story porches in 1894, and the buildings were primarily used for supply storage. That same year, the second story of the junior officer's barracks was removed and the building was converted into a bakery. A coat of whitewash was also applied to the Star Fort brick masonry in an attempt to mask the deteriorated appearance of the property.⁴⁶

Despite its declining condition, Fort McHenry increasingly assumed the role of a public park, becoming a popular recreation site among Baltimore citizens after the Civil War. Post inspection reports noted constant problems with earthwork erosion due to people walking on the slopes. Some efforts were also made on the part of the fort's commanders to accommodate the visitors and beautify the grounds through tree plantings and walkway improvements.⁴⁷

DEFENDERS' DAY AND STAR-SPANGLED BANNER SESQUICENTENNIAL CELEBRATIONS

During the early 1880s, a growing awareness also emerged among the local public regarding Fort McHenry's significant role in the Battle of Baltimore and Francis Scott Key's authorship of "The Star-Spangled Banner"; defining moments that helped shape the national character of the young republic. Local historians, patriotic groups, and the news media championed the triumphant return of the original Star-Spangled Banner to Baltimore and monuments were erected in the city to Key and the fort's commander during the bombardment, Lieutenant Colonel George Armistead. In September 1889, President Benjamin Harrison attended the opening day of a series of weeklong events marking the seventy-fifth Defenders' Day anniversary of the Battle of Baltimore, which culminated in a dramatic reenactment of the bombardment of Fort McHenry.⁴⁸

DETERIORATION AND CLOSURE

Alarmed by the War Department's neglect of Fort McHenry and its waning military importance, local groups, including the Society of the War of 1812 in Maryland, the Daughters and Sons of the American Revolution, and the Maryland Historical Society organized the first campaign to improve conditions and preserve the fort as a national monument in the 1890s. Although Fort McHenry briefly served as a training facility during the Spanish-American War in 1898, local concerns grew that the post would soon be abandoned. In 1902, the first congressional legislation was introduced that would have allowed the City of Baltimore to assume ownership of Fort McHenry for use as a public park, but the bill later died in committee.⁴⁹

46 Thompson and Newcomb, *Historic Structure Report, Fort McHenry Historical and Architectural Data, Fort McHenry National Monument and Historic Shrine, Maryland*, 79.

47 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 50–51.

48 von Lunz, "Overlooked Heritage in a National Park," 26–27.

49 "Fort McHenry Park Bill Goes In," 12.

By 1905, all infantry companies had been transferred from the fort, and public outcry halted plans for the Agriculture Department to purchase the site and convert it to a cattle quarantine yard. In 1907, patriotic organizations purchased Fort McHenry's obsolete ordnance to prevent it from being sold for scrap by the War Department and began advocating for the establishment of Fort McHenry as a national park.⁵⁰ That same year, the War Department, reversed its earlier decision and issued a lease of the property to the Maryland Naval Brigade reserves for use in training exercises.⁵¹ The decision to close the aging fort arrived five years later. On July 21, 1912, the 141st Company Coast Artillery Corps formally vacated the post. Fort McHenry's distinguished, 120-year history of service in the coastal defense of the United States had come to an end (Figure 2-7).⁵²

While decrying the War Department's closure of Fort McHenry in the press, Baltimore city leaders, Governor Austin Crothers' Committee of Forty, the Society of the War of 1812 in Maryland, and other local and state patriotic groups worked with their congressional representatives to ensure the fort's preservation and build public support for the effort.⁵³ United States Senator Isidor Rayner of Maryland introduced legislation in 1911 to designate Fort McHenry as a national park, but Senate Bill 6394 was stripped of much of its language and blocked in the House of Representatives the following year.⁵⁴ Meanwhile, the Treasury Department began planning for the development of a national immigration station on a thin parcel of the Fort McHenry site adjacent to the northern waterfront. In March 1913, the War Department formally ceded 3.25 acres for construction of the immigration facility under provisions of the Public Buildings Act. The land transfer and resulting boundary change reduced the grounds of Fort McHenry to 52.9 acres.⁵⁵

USE AS A CITY PARK AND CENTENNIAL COMMEMORATION

After the failure of Senator Raynor's bill and with an eye on the impending centennial celebrations of the Battle of Baltimore and "The Star-Spangled Banner," preservation advocates returned to the earlier plan that could expediently establish Fort McHenry as a municipal park. In 1913, Maryland representative J. Charles Linthicum introduced a series of bills in the House of Representatives to further these aims. Linthicum's House Resolution (HR) 7302, which sought to place supervision of Fort McHenry under the City of Baltimore, died in committee.⁵⁶ A second, similarly worded bill was introduced during the next session of Congress and was approved on May 26, 1914. Provisions within the Act reserved the land previously granted for the immigration station and gave the Secretary of War the power to terminate "permission to use said grounds whenever and at such time as he may deem it expedient to do so."⁵⁷

50 "Fort McHenry a Hallowed Spot. Shall It Be Preserved?," 1.

51 "More Men for Fort McHenry," 14.

52 "Its Last Day As A Fort."

53 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 8-9.

54 "House Blocks Fort Museum."

55 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 81.

56 "Supervision and Control of Fort McHenry," HR 7302, 63rd Congress 1st sess., *Congressional Record* (August 5, 1913): H 3128.

57 "Act Authorizing the Secretary of War to grant the use of Fort McHenry Military Reservation," Public Law No. 108, *U.S. Statutes at Large*, 38 (1914): 328.



Figure 2-7. 1912 Period Plan of Fort McHenry and Grounds (Source: National Park Service, Olmsted Center for Landscape Preservation).

In addition, Linthicum sponsored a supporting appropriations bill, H.R. 11174, to provide \$500,000 in funding for the design and construction of monuments on Fort McHenry grounds as part of events commemorating the 100th anniversary of the Battle of Baltimore and Francis Scott Key's writing of the national anthem.⁵⁸ City leaders retained the prominent landscape architect, Frederick Law Olmsted, Jr., to consult on the design of the park.⁵⁹ While the *Baltimore Sun* welcomed improvements at Fort McHenry and the contributions of the Olmsted firm, it cautioned that any "new things that are to added...should harmonize with and supplement the old, not crowd them out of sight and memory."⁶⁰

The City of Baltimore accepted jurisdiction of the Fort McHenry site on June 18, 1914.⁶¹ The cost of upgrading the grounds for use as a public park was estimated at \$138,000.⁶² Three months later, Baltimore and Fort McHenry hosted the National Star-Spangled Banner Centennial Week. As part of the festivities, the Maryland Daughters of the American Revolution installed a number of memorial tablets throughout the city honoring the events and people of the War of 1812. Markers commemorating the privateers of 1812 and Francis Scott Key were dedicated at Fort McHenry on September 10, 1914 with Key's grandson and 5,000 spectators in attendance.⁶³ The week concluded on September 12, 1914 with a speech by William Jennings Bryan and the dedication of a bronze statue of Lieutenant Colonel George Armistead, which was unveiled amid a chorus of 6,500 Baltimore schoolchildren who formed a human flag with red, white and blue placards and joined in singing the "Star-Spangled Banner."⁶⁴

On July 4, 1915, the City's Bath Commission opened the Municipal Bathing Beach at Fort McHenry at the western corner of the park. The Civil War-era powder magazine was converted into a bathhouse, the courtyard area served as a changing area with showers, and sand was dumped along the seawall to provide an improvised beachfront. Separate swimming areas were designated for white males and females. Children's swimming classes were also provided. It was estimated that 40,000 Baltimore residents visited the beach during its first month of operation.⁶⁵ Despite its popularity with the public, Fort McHenry's tenure as a municipal playground proved to be brief. By 1917, the widespread fighting among the powers of Europe threatened to pull the United States into the conflict and Fort McHenry was called once again into service.

A RETURN TO SERVICE DURING WORLD WAR I

On April 29, 1917, 23 days after the United States issued a declaration of war on Germany, the War Department notified Baltimore city leaders that it would negate the park lease and resume authority of Fort McHenry. Three months later, on July 16, 1917, the park was ordered closed to the public.⁶⁶ The Fourth and Fifth Regiments of the Maryland National Guard were stationed at Fort McHenry

58 House Committee on Appropriations, "Hearings on H.R. 11174, 63rd Congress 2nd sess., 1914.

59 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 81–82.

60 "The Improvements at Fort McHenry."

61 "Old Fort Now City Park."

62 "City Takes Old Fort."

63 "Honored By the D.A.R."

64 "Bryan Heralds Era of Peace," 12.

65 "Forty Thousand Have Enjoyed the Fort McHenry Bathing Beach Since It Was Opened July 4," 6.

66 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 10.

throughout the remainder of the summer. War Department plans were issued in September of 1917 that the fort site and the newly completed immigration station would be used as U.S. Army General Hospital No. 2 to accommodate an estimated 1,000 wounded soldiers.⁶⁷

Operating rooms and recovery wards were initially housed in many of Fort McHenry's auxiliary buildings that dated from the mid-nineteenth century. Near the end of 1917, it was announced that 18 new hospital buildings would be built on lands surrounding the historic Star Fort.⁶⁸ U.S. Army General Hospital No.2 was noted for its advances in reconstructive surgery and occupational therapy for returning wounded soldiers and the facility also offered a number of recreational activities for patients including organized baseball, basketball, and bowling.⁶⁹

Over the course of the war, over 100 frame and cinder block temporary buildings were erected throughout the site to house over 3,000 patients and 1,000 hospital personnel.⁷⁰ A 1919 panoramic map of U.S. Army General Hospital No. 2 depicts the density and scale of the new buildings, transportation, and utility infrastructure almost at its fullest extent, occupying the near entirety of the old Fort McHenry grounds. Local Baltimore papers touted the sprawling facility as the Army's largest hospital in the United States.⁷¹ While the Army Construction Quartermaster at Fort McHenry took pains to note "all the above-ground historical landmarks have been religiously respected," the sheer scope of the hospital construction project took a negative toll on much of the fort's historic landscape.⁷²

The signing of the Treaty of Versailles on June 28, 1919 brought an end to the fighting in Europe and raised new questions about the future plans for U.S. Army General Hospital Number 2 and Fort McHenry. With the War Department signaling that it would eventually abandon the hospital, city, state, and other federal agencies began preliminary negotiations in early 1920 to obtain portions of the property (Figure 2-8).⁷³ In May of that year, the Army hospital was transferred to U.S. Public Health Service to operate as a veteran's hospital.⁷⁴ With local advocates and the Maryland Society of the War of 1812 reigniting the dormant campaign to preserve the fort, Maryland's congressional delegation sponsored legislation to return the historic property to the City of Baltimore in 1921.⁷⁵ Despite some protests by some ex-military members, the U.S. Veterans Bureau began plans to close the hospital at Fort McHenry in December 1922. By October 31, 1923, all of the patients had been relocated.⁷⁶ Lying vacant and surrounded by modern development, the historic Fort once again faced an uncertain future.

67 "War Department Will Take Fort"; "Fort's New Designation," 7.

68 "New Buildings For Fort,"

69 "Training and Education Help Doctors Cure At Fort McHenry," 7.

70 Sheads, *Fort McHenry*, 80.

71 "Historic Fort McHenry Converted into Army's Biggest Hospital," 12.

72 Cheek, Balicki, and Pousson, *"On the Shore Dimly Seen...": An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland*, 22.

73 "Negotiating For Hospital," 8.

74 Sheads, *Fort McHenry*, 82.

75 "Society To Demand Fort's Retention," 5; "Fort McHenry Again," 10.

76 "Appeal To Harding To Retain Hospital," 18; Sheads, *Fort McHenry*, 84.

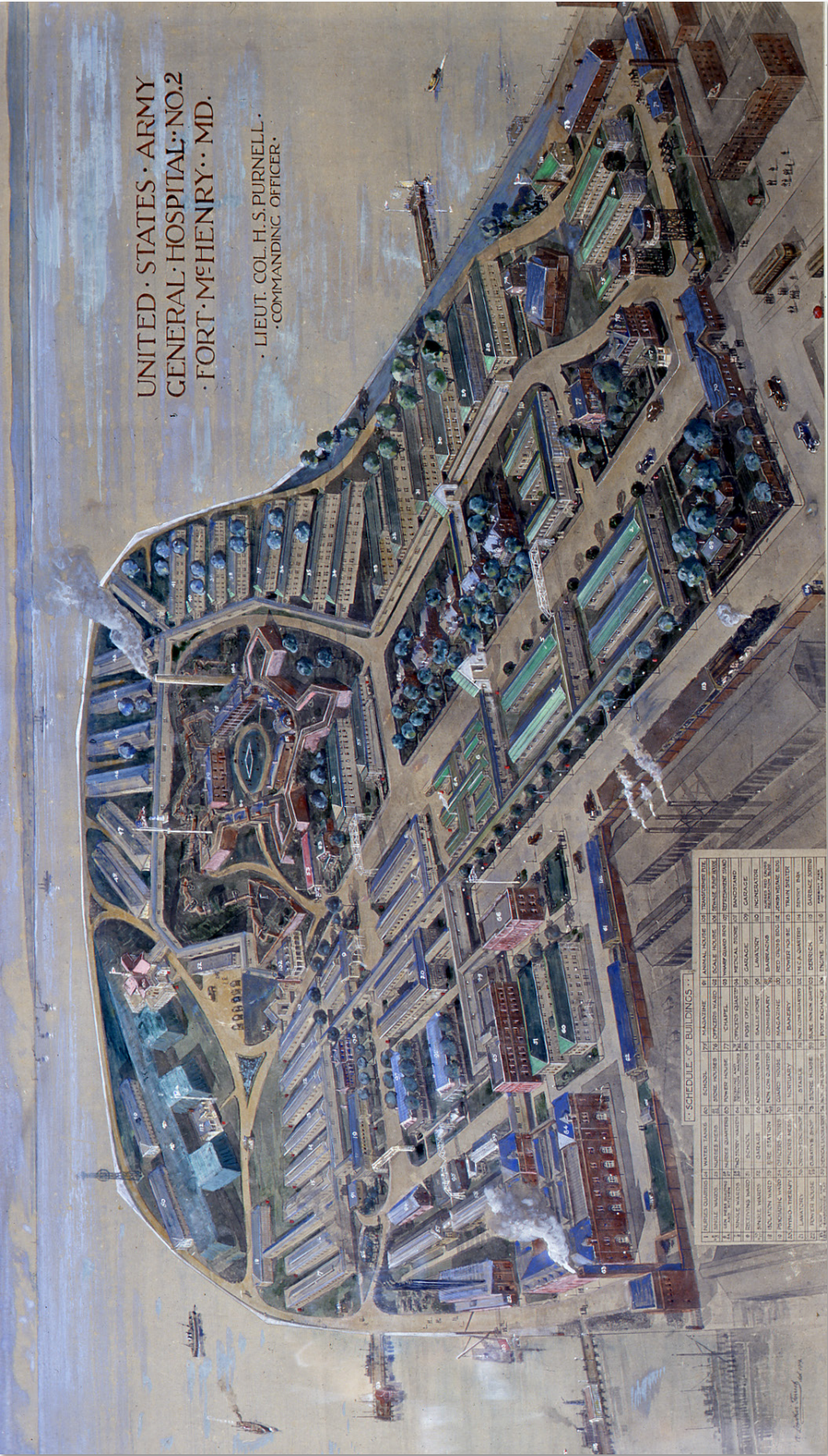
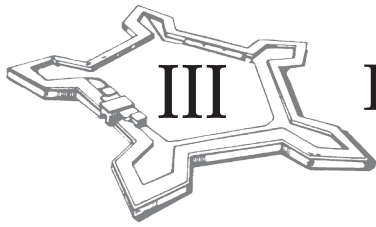


Figure 2-8. Circa 1920 Axonometric Rendering, "Army General Hospital No. 2, Fort McHenry, MD" (Source: National Park Service, Harpers Ferry Center, Charles Town, WV).



Establishment of Fort McHenry as a National Monument and Historic Shrine

'Horrified disbelief' was the reaction among many Baltimoreans to the War Department's announcement on October 20, 1921 that it would soon close the veterans' hospital facility at Fort McHenry and auction the entire property to private interests along with other Government-owned, surplus real estate in the area. Key Compton and John R. Bland, two prominent local business leaders and strong advocates for the restoration of the historic Fort, viewed the proposed sale as "almost a desecration, a sacrilege."⁷⁷ The Society of the War of 1812 in Maryland and the Maryland Historical Society also joined in the fray and quickly assumed leadership roles in the fight to retain the fort. Although the *Baltimore Sun* expressed a need for "strong and concerted action" among private individuals and groups, city and state authorities, and the Maryland Congressional delegation, the three-year legislative campaign to save Fort McHenry was hindered by competing views regarding the site's permanent ownership and management.⁷⁸

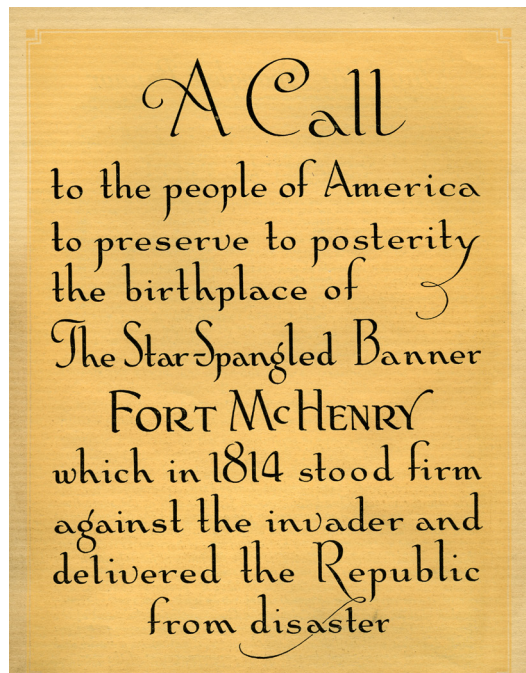


Figure 3-1. Page 2 of the Pamphlet, "Fort McHenry 1812 – 1814" by John R. Bland (Source: National Park Service, Harpers Ferry Center, Charles Town, WV).

RETURN TO THE NATIONAL PARK CONCEPT

Two days after the initial notice, War Secretary John Weeks sought to deflect criticism of the proposed sale, arguing that disposing of Fort McHenry would require Congressional approval. Key Compton, President of the Merchants and Manufacturers Association of Baltimore and a descendant of Francis Scott Key, was especially taken aback by suggestions to sell Fort McHenry. Compton had been working with John Bland and U.S. Senator O.E. Weller of Maryland to prepare plans for the restoration of the fort to its 1814 appearance and vowed to "raise all the hell I can about even the suggestion that Fort McHenry to be put up for sale," claiming "any red-blooded American would do the same thing (Figure 3-1)."⁷⁹ Members of the Maryland Congressional delegation, including Senator Weller, Senator Joseph France, and Representatives J. Charles Linthicum and

77 "Move to Sell Fort McHenry Resented Here," *Baltimore Sun* (Baltimore, Maryland, October 21, 1921), 22.

78 "Strong and Concerted Action," *Baltimore Sun* (Baltimore, Maryland, October 29, 1921), 6.

79 "Says Fort's Future Rests with Congress," *Baltimore Sun* (Baltimore, Maryland, October 22, 1921), 18.

John Philip Hill, quickly convened in Washington D.C. to develop a legislative response.⁸⁰ On October 24, 1921, Representative Linthicum introduced H.R. 8816 directing the Secretary of War to grant Fort McHenry to the mayor and City of Baltimore, ostensibly for use again as a public park. That same day, Representative Hill introduced H.R. 8819 to “preserve in perpetuity Forts McHenry and Carroll.”⁸¹

This time, however, a return to the pre-war status of municipal control was no longer considered to be feasible among many in Baltimore and Maryland who now firmly believed Fort McHenry should be designated as a national park. The establishment of Yellowstone National Park in 1872 had provided the basis of what would eventually develop into the modern national park system. The drive to make Fort McHenry a national park was predicated on the national battlefield and military park models that primarily developed in the eastern United States during the 1890s.

Precedents for Congressional funding of military commemorations began with the creation of the national cemetery system during the Civil War and continued with U.S. Centennial-inspired dedications of a number of Revolutionary War monuments in the 1870s and 1880s.⁸² In an effort to preserve and memorialize major battles of the Civil War, honor aging veterans of the conflict, and strengthen national unity, Congress established a Civil War national battlefield park system beginning with Chickamauga and Chattanooga in 1890 and continuing with Shiloh in 1894, Gettysburg in 1895, and Vicksburg in 1899.⁸³ Administration of the national battlefield parks was placed under authority of the War Department and the concept of Federal preservation of significant military properties quickly gained popularity after the turn of the century. Between 1901 and 1904, Congressional authorization was sought for an additional 23 national parks, prompting managerial and funding concerns, and leading to the creation of a National Military Park Commission in 1902 to oversee the Federal Government’s expanded role in the preservation of historic military sites.⁸⁴

Appeals to make Fort McHenry a national park were initially raised in *Baltimore Sun* editorials shortly after the military reservation’s closure in 1906. Over the next few years, Maryland Governors Edwin Warfield and Austin Crothers, Major General Clinton L. Riggs, the adjunct general of the State of Maryland, and Baltimore Mayor J. Barry Mahool also publicly advocated for national military park designation of the fort.⁸⁵ Legislation sponsored by U.S. Senator Isidor Rayner of Maryland in 1911 sought to provide “for the appointment of three engineers to make plans for a National Park, at the site known as Fort McHenry, and for other purposes,” but ultimately failed due to a lack of congressional support.⁸⁶

80 “Will Unite on Fort Bill,” *Baltimore Sun* (Baltimore, Maryland, October 28, 1921), 24.

81 H.R. 8816 and H.R. 8819, 67th Congress, 1st sess., *Congressional Record* (October 24, 1921):6714.

82 Ronald F. Lee, *The Origin & Evolution of the National Military Park Idea* (Washington D.C.: U.S. Department of the Interior, National Parks Service, 1973), http://www.cr.nps.gov/history/online_books/history_military/index.htm.

83 Richard West Sellars, “Pilgrim Places: Civil War Battlefields, Historic Preservation, and America’s First National Military Parks, 1863-1900,” *CRM: The Journal of Heritage Stewardship* 2, no. 1 (2005): 26–27.

84 Lee, *The Origin & Evolution of the National Military Park Idea*.

85 “Guns Turned Over to City,” *Baltimore American* (Baltimore, Maryland, October 17, 1907), 15.

86 “For the appointment of three engineers,” S.J. Res 40, 62nd Congress, 1st sess., *Congressional Record* (July 5, 1911): S 2619.

The fiery Key Compton was among the first advocates to again call for national park designation for Fort McHenry in 1921. Pointing to the fort's important role in the Battle of Baltimore and association with "The Star-Spangled Banner" during the War of 1812, Compton argued that the historic site held far greater national significance than to serve as a common municipal park for bathing and general recreation. He expressed this opinion in a heated letter sent on October 21, 1921 to Senator O.E. Weller upon hearing the news that the site could soon be sold:

*Fort McHenry should not only belong to the citizens of the city of Baltimore and the State of Maryland, but should be the property of the whole United States, and should be so preserved as to make it a point of interest to every citizen in this country.*⁸⁷

Others doubted whether the Baltimore City government could provide long-term political and financial stability to properly administer a municipal park at Fort McHenry.⁸⁸ In a letter written to Maryland Governor Albert Ritchie, Compton reiterated his desire to see the fort established as a national park and administered by the Federal Government. He further speculated that his personal view might also be "the general sentiment of the community."⁸⁹

On October 25, 1921, the Society of the War of 1812 in Maryland held its Annual Meeting at the Belvedere Hotel in Baltimore. After electing its officers, the society adopted a resolution that echoed Compton's sentiments, calling for the Federal Government to retain and restore Fort McHenry as a "national memorial park." It demanded that legislation furthering this outcome be enacted at once.⁹⁰

DISAGREEMENTS AND DELAYS

Members of the Maryland Congressional delegation appeared to be confounded by local desires to establish Fort McHenry as a national park rather than have the site handed over to the city's jurisdiction. In a letter to Alfred J. Carr, President of the Society of the War of 1812 in Maryland dated October 28, 1921, Representative Linthicum touted his previous work to save Fort McHenry before the war and stated confidence in his bill to transfer use of Fort McHenry to the City of Baltimore. Yet he also recognized "the desire of many to have it made a National Park" and while open to this option, Linthicum sounded a note of caution about the Federal Government's ability

87 Key Compton, "To the Hon. O.E. Weller, United States Senate," Correspondence, October 21, 1921, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

88 W. Hall Harris, "To Hon. O.E. Weller," Correspondence, February 18, 1925, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

89 Key Compton, "Hon. Albert C. Ritchie, Governor of Maryland, Annapolis, Maryland", October 25, 1921, Society of the War of 1812 in the State of Maryland, Special Collections Department, Langsdale Library, University of Baltimore.

90 Society for the War of 1812 in Maryland, "Society of the War of 1812 in Maryland Resolutions on Fort McHenry" (Resolutions presented at the Annual Meeting of the Society of the War of 1812 in Maryland, Baltimore, Maryland, October 25, 1921); "Society To Demand Fort's Retention," *Baltimore American* (Baltimore, Maryland, October 26, 1921), 5.

and commitment to financially maintain the park.⁹¹ In a reply to Key Compton on November 8, 1921, Senator Weller claimed that there was practically no difference between city ownership and the Federal Government's preservation of the fort as a national military park. Furthermore, he expressed doubts that the Maryland delegation could unite behind any national park establishing legislation for Fort McHenry, cryptically adding, "You will see the difficulties that would be in the way of accomplishing this."⁹²

U.S. Senator Joseph France acknowledged that there were "two divergent views as to how Fort McHenry should be cared for" both at the local level and within the Maryland Congressional delegation.⁹³ Senators Weller and France, as well as Representative Albert Blakeney of Maryland's Second District supported national park designation for Fort McHenry as championed by Key Compton, John R. Bland, the Society of the War of 1812, and the Maryland Historical Society.⁹⁴ Baltimore City officials, Representatives Linthicum and Hill, and War Secretary Weeks favored local ownership. In an open letter to Key Compton, Linthicum cited the large number of military sites that were to be abandoned by the Federal Government and predicted that it would be "impossible" to secure Congressional appropriation for maintenance of the fort.⁹⁵ City officials also objected to the stringent Federal regulations that would be associated with public use of the national military park.⁹⁶

Representatives Hill and Linthicum's initial bills ultimately died in committee, suffering from a lack of unified support in Baltimore and within the halls of Congress. To solve the impasse, Senator France suggested holding a public hearing attended by the Maryland congressional delegation and local stakeholders to decide on the future of Fort McHenry. The meeting was held at the Maryland Historical Society on January 24, 1922 and a majority consensus was reached that the fort should become a national park under Federal supervision.⁹⁷

Starting in early March 1922, a series of legislative measures were enacted or introduced at the federal, state, and local levels to achieve the commonly shared goal. Joint Resolution No. 1 was passed by the Legislature of the State of Maryland and approved by the Governor. It called for the restoration of Fort McHenry and maintenance of the property by the Federal Government as a national park.⁹⁸

91 J. Charles Linthicum, "To Alfred J. Carr, Esq., President, Maryland Society, War 1812," Correspondence, October 28, 1921, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

92 Senator O.E. Weller, "To Key Compton, Esquire," Correspondence, November 8, 1921, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

93 Senator Joseph I. France, "To Mr. Key Compton," Correspondence, December 14, 1921, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

94 W. Hall Harris, "To Alfred J. Carr, Esquire, President," Correspondence, November 5, 1921, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

95 "Sees Little Chance to Get U.S. Funds For McHenry," *Baltimore Sun* (Baltimore, Maryland, November 2, 1921), 5.

96 "Mayor and Boyd Confer on Fort McHenry Plans," *Baltimore Sun* (Baltimore, Maryland, December 17, 1921), 9.

97 Harold I. Lessem and David A. Kimball, "History of Fort McHenry as a National Monument and Historic Shrine" (Baltimore, Maryland, 1954), 14.

98 Key Compton, "To Hon. W. Hall Harris," Correspondence, March 13, 1922, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

The Baltimore City Council followed suit on March 14, 1922.⁹⁹ Two days later, on March 16, 1922, Senator France introduced S.B. 3349 to amend the Act of 1914, which granted the City of Baltimore the use of the fort, to provide for the restoration of Fort McHenry, and to permanently preserve it as a national park and “perpetual national memorial shrine.” Representative Linthicum introduced similar legislation in the House on March 28, 1922.¹⁰⁰ The following month, the Maryland Daughters of the War of 1812 joined the campaign to save the fort by introducing a resolution at their annual council urging the national society to endorse Fort McHenry’s designation as a national park.¹⁰¹

By late 1922, little headway had been made on the Fort McHenry national park bill, prompting John R. Bland to publicly condemn the Maryland congressional delegation for the delay in passing the legislation. Meanwhile, the Veterans’ Bureau announced on January 1, 1923 that it was preparing plans to vacate the Fort McHenry hospital facility. Bland singled out Senator France in particular for failing to act and complained that “the people of Baltimore never can expect to get any action from Congress...if our distinguished Representatives and Senators propose to do nothing but pass the buck from one to the other.”¹⁰² Representative Linthicum blamed the failure to secure the legislation on other pressing matters that were consuming the attention of the War Department and hoped to find a resolution in the next session of Congress; however, patience among Fort McHenry supporters in Baltimore and Maryland had already worn thin.¹⁰³

On October 23, 1923, the Society of the War of 1812 in Maryland passed a resolution at its 109th Annual Meeting, calling Fort McHenry “one of the Meccas of American patriotism and glory” and expressing “profound regret” at the delay in passage of the stalled bill. Copies of the resolution were sent to each member of Maryland’s congressional delegation, the governor, and the Mayor of the City of Baltimore.¹⁰⁴ The Society also enlisted the support of the National Society of the War of 1812 in Boston, Massachusetts and other patriotic groups throughout the country.

CREATION OF FORT MCHENRY NATIONAL PARK

Redoubling his efforts in the face of previous defeats, Representative Linthicum introduced a third national park bill on January 11, 1924, which was soon referred to the Committee on Military Affairs.¹⁰⁵ H.R. 5261 was practically identical to the failed measure that had died in committee the previous year (H.R. 11083); however it was bolstered by President Warren G. Harding’s visit to Fort McHenry on June 14, 1922 as part of the celebration of the 145th anniversary of the United States flag and the unveiling

99 “Council Urges Congress Make McHenry a Park,” *Baltimore Sun* (Baltimore, Maryland, March 14, 1922), 4.

100 H.R. 11083, 67th Congress, 2nd sess., *Congressional Record* (March 28, 1922): 4703; “Fort Plans Laid Before Congress,” *Baltimore American* (Baltimore, Maryland, March 29, 1922), 7.

101 “Daughters of 1812 Urge M’Henry Plan,” *Baltimore Sun* (Baltimore, Maryland, April 26, 1922), 3.

102 “Bland Again Urges M’Henry As Park,” *Baltimore Sun* (Baltimore, Maryland, December 16, 1922), 20.

103 J. Charles Linthicum, “To Mr. T.M. Maynadier,” Correspondence, February 28, 1923, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

104 “Society of the War of 1812: Preamble and Resolutions”, October 24, 1923, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

105 H.R. 5261, 68th Congress, 1st sess., *Congressional Record* (January 11, 1924): 873.

of a new monument on the grounds honoring Francis Scott Key and “The Star-Spangled Banner.”¹⁰⁶ Linthicum’s new legislation also benefitted from coordinated lobbying by state and local authorities, in addition to the groundswell of popular support cultivated through the efforts of the Society of the War of 1812 in Maryland and other individuals and private organizations located in Baltimore, greater Maryland, and beyond.¹⁰⁷

A hearing for the bill was held before the House Military Affairs Committee on April 16, 1924 with members of the Society of the War of 1812 in attendance. By May 1924, H.R. 5261 had been reported by the committee and was recommended for passage by the House of Representatives in the Second Session of the 68th Congress.¹⁰⁸ On February 16, 1925, Representatives Hill and Linthicum strongly argued for passage of the bill before the House (Figure 3-2). To sounds of applause, Representative Hill cast the vote as a declaration of patriotism, exclaiming:



Figure 3-2. Interior View of the Deteriorated Condition of Fort McHenry, circa 1924-1925. (Source: The Baltimore Sun, copy on file at National Park Service, Harpers Ferry Center, Charles Town, WV).

106 Mark Davison and Eliot Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine* (Brookline, Massachusetts: Olmsted Center for Landscape Preservation, 2004), 86.

107 Clinton L. Riggs, “To Mr. T. Murray Maynadier,” Correspondence, March 25, 1924, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

108 “Committee on Military Affairs, H.R. 5261,” 68th Congress, 1st sess., *Congressional Record* (May 13, 1924): 8496.

No man who has heard "The Star-Spangled Banner" ring across the battle fields where America has stood for her freedom can fail to respond to the demand of patriotic men and women that Fort McHenry be thus perpetuated. I hope the bill will pass.

Representative Linthicum offered a more measured appeal, providing context for the fort's historic significance and basic cost estimates of required repairs and restorations. The measure was unanimously passed with minor amendments.¹⁰⁹ Although War Secretary Weeks remained in favor of city ownership of Fort McHenry, sentiment among the Maryland congressional delegation was that he would ultimately support the national park bill.¹¹⁰ Senator William Caball Bruce, Joseph France's successor, reported H.R. 5261 to the U.S. Senate 11 days later on February 27, 1925, where it was also passed without objections.¹¹¹

The Act of Congress to make Fort McHenry "a national park and perpetual national memorial shrine as the birthplace of the immortal song "The Star-Spangled Banner" was presented to President Calvin Coolidge and finally signed into law on March 3, 1925. It was the first national park established to memorialize the War of 1812. Language within the Act directed the War Department to administer the park and to initiate repairs and improvements of the fort "grounds, buildings, and other appurtenances...at the expense of the United States"; however, no Congressional funding was appropriated for the work. Instead, money for the restoration of Fort McHenry, which could not exceed the low sum of \$50,000, was to be derived from salvaged hospital buildings and surplus construction materials. Additional provisions allowed for the continued operation of a light and fog signal station used by the Commerce Department on the site and maintained the Treasury Department's management of the Immigration Station adjacent to Fort's northern boundary. Finally, like the 1914 Act, which transferred jurisdiction to the City of Baltimore, the Secretary of War was granted authorization to close Fort McHenry in the case of a national emergency and use the property for military purposes as needed.¹¹²

In the wake of the signing, the Veterans Bureau formally announced to the War Department that it would relinquish all "rights and interests" in Fort McHenry. Just over a week later, the U.S. Army Real Estate Division began survey work to distinguish historically significant properties and prepare for the salvage of surplus buildings.¹¹³ Meanwhile, an event was thrown by the Maryland Society of the War of 1812 and the Maryland Historical Society, on April 27, 1925, to celebrate the designation of Fort McHenry as a national park.¹¹⁴

109 "Restoration of Fort M'Henry, In Baltimore, MD," 68th Congress, 2nd sess., *Congressional Record* (February 16, 1925): 3861-3863.

110 Senator O.E. Weller, "To W. Hall Harris," Telegram, February 18, 1925, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

111 "Fort M'Henry," 68th Congress, 2nd sess., *Congressional Record* (February 27, 1925): 4797- 4798.

112 *Fort McHenry, Md., National Park Act*, Public Law 543, *U.S. Statutes at Large*, ch. 425, 43 (1925): 1109.

113 Scott Sheads, *Fort McHenry* (Baltimore: Nautical & Aviation Pub. Co. of America, 1995), 84.

114 John Philip Hill, "To Richard W. Worthington," Correspondence, March 27, 1925, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.



Figure 3-3. John Phillip Hill and J. Charles Linthicum, 1927 (Source: Library of Congress, National Photo Company Collection, Prints and Photographs Division, Washington D.C.).

While the administrative transfer of Fort McHenry in early 1926 was relatively seamless, inadequate Congressional funding hampered the War Department's managed restoration of the site over the next three years. The deteriorated condition of the Star Fort and surrounding landscape became a source of contention between the U.S. Army and local preservation advocates. Baltimore newspapers criticized the slow pace of repairs under the direction of the War Department Quartermaster General and one city official publicly denounced the neglected appearance of the fort as "a national disgrace" (Figure 3-3).¹¹⁵ Representative Linthicum again heeded the call to assist Fort McHenry. He introduced H.R. 204, which provided \$81,678 in additional appropriations for War Department restorations and was authorized in March 1928.¹¹⁶ With

many of the major repairs completed or underway, Assistant War Secretary F. Trubee Davison formally dedicated Fort McHenry as a National Park on September 12, 1928 with 20,000 people in attendance.¹¹⁷

"THE STAR-SPANGLED BANNER" AS THE NATIONAL ANTHEM

As restoration work continued at Fort McHenry during the late 1920s, other Marylanders were engaged in a separate campaign that would greatly bolster the growing recognition among many American citizens of the fort's extraordinary significance within the national identity. The U.S. Navy and the U.S. Army adopted John Philip Sousa's composition of "The Star-Spangled Banner" for morning colors in 1889 and 1897, respectively and the military's use of the song reignited the popularity of Francis Scott Key's 'immortal poem' among the American public at the end of the nineteenth century. In 1913, J. Charles Linthicum and Jefferson Levy of New York initiated the first of many failed legislative efforts to make "The Star-Spangled Banner" the country's national anthem.¹¹⁸

115 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 88.

116 W. Hall Harris, "To Mr. C.B. Robbins, The Assistant Secretary of War," Correspondence, March 14, 1928, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

117 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 19–20.

118 George J. Svejda, *History of the Star-Spangled Banner From 1814 to the Present* (Washington D.C.: U.S. Department of the Interior, National Park Service, February 28, 1969), 218,223,323, On File in Fort McHenry Special Collections.

Despite criticisms of its martial tone and difficulty to sing, the song's status was reinforced by President Woodrow Wilson's executive order issued in 1916 to play "The Star-Spangled Banner" as the recognized national anthem for all branches of the U.S. Armed Forces. The President's directive was binding only for the military, however. Throughout the 1920s, Ella Virginia Houck Holloway (better known as Mrs. Reuben Ross Holloway), the President of the Maryland Society of the United States Daughters of 1812 and Representative Linthicum consistently championed for the designation of Key's song as the official national hymn for all Americans (Figure 3-4). Their tireless work was finally rewarded when President Herbert Hoover signed Public Law No. 823 on March 3, 1931, making "The Star-Spangled Banner" the national anthem of the United States of America.¹¹⁹



Figure 3-4. Mrs. Reuben Ross Holloway, circa 1931 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

ESTABLISHMENT OF THE NATIONAL PARK SERVICE AND CONSOLIDATION OF WAR DEPARTMENT PARKS

President Woodrow Wilson created the NPS as part of the Interior Department in 1915. Although intended to "promote and regulate the use of the Federal areas known as national parks, monuments, and reservations," the establishing act did not consolidate administration of all federal parks and monuments under the new agency. Management of national monuments and parks previously established within the Departments of Agriculture and War under the auspices of the American Antiquities Act of 1906 and the Military Parks System were retained among those departments for the next 17 years.¹²⁰

Shortly after the creation of the NPS, Stephen Mather, the first director of the NPS and his assistant (and eventual successor), Horace Albright, began campaigning to consolidate administration of War Department parks within the Department of the Interior and preliminary attempts at consolidation were made during the Harding and Hoover administrations in the mid-1920s and early 1930s.

119 Sheads, *Fort McHenry*, 89.

120 Harlan D. Unrau and G. Frank Willis, *Administrative History: Expansion of the National Park Service in the 1930s* (Washington D.C.: National Park Service, U.S. Department of the Interior, 1983), 22–50.

Albright in particular was attracted to the “historic associations” of the military parks and viewed the War Department’s management policies and standards of its historic properties as unsatisfactory.¹²¹ Furthermore, both Mather and Albright also recognized that for the NPS to remain an independent and viable federal agency, it was imperative to move beyond its original focus on natural conservation in western parks and expand its role in the preservation of historic sites that were primarily located in the eastern United States. The benefits of this strategy were twofold: expansion in the east served as a means of increasing the NPS ’s influence within Congress and second, the region’s larger population would engage a larger, national audience.¹²²

Responding to the economic hardships of the Great Depression, legislation was enacted just prior to the inauguration of Franklin Roosevelt that authorized the President the ability to reorganize the executive branch as a means to reduce federal spending and streamline government operations. Sensing an opportunity, NPS Director Albright personally petitioned Roosevelt and Interior Department Secretary Harold Ickes to consolidate all War Department national parks and battlefields under the jurisdiction of the NPS . President Roosevelt agreed with Albright, and on June 10, 1933 he signed Executive Order No. 6166, which consolidated executive agency functions and transferred all War Department military parks and monuments, as well as those of the Forest Service, and the National Capital Parks in Washington D.C. under the authority of the NPS. Full compliance with the executive order went into effect one month later on August 25, 1933.¹²³

The War Department, which had seen 14 new battlefields authorized between 1926 and 1933, was amenable to the transfer, primarily as a cost-cutting measure.¹²⁴ However, a few supporters of Fort McHenry were wary of the move. James Hancock, President of the Society of the War of 1812 in Maryland, appealed to both Interior Secretary Ickes and President Roosevelt that Fort McHenry may be exempted from the executive order. Hancock praised the “sympathetic cooperation” of Colonel Alvin K. Baskette, Quartermaster of the Third Army Corps, who directed the restoration of the fort and questioned the ability of the Interior Department’s local agents.¹²⁵

Following the administrative transfer of Fort McHenry, some in Baltimore bristled at NPS control. To several veterans who had been engaged in the decades-old campaign to save Fort McHenry, the NPS was viewed as a western interloper, not fully comprehending the fort’s distinctive history and ignorant of its local and military-related traditions. James Hancock in particular was sharply critical of NPS management plans for the development of museum collections and decisions regarding

121 Ibid.

122 Barry Mackintosh, *The National Parks: Shaping the System* (Washington D.C.: National Park Service, U.S. Department of the Interior, 1991), 23.

123 Executive Order no. 6166, *Code of Federal Regulations*, sec. 2 (June 10, 1933); Executive Order no. 6288, *Code of Federal Regulations*, sec. 1 (July 28, 1933); Mackintosh, *The National Parks: Shaping the System*, 28.

124 Lee, *The Origin & Evolution of the National Military Park Idea*.

125 James E. Hancock, “To Hon. Harold L. Ickes,” Correspondence, July 10, 1933 and; “To Hon. Franklin D. Roosevelt,” Correspondence, July 10, 1933, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

custodian housing in buildings within the Star Fort and the location of the park comfort station.¹²⁶ Meanwhile, Army Quartermaster Alvin Baskette took offense to alleged remarks by NPS Landscape Architect Charles Peterson that the arrangement of commemorative cherry and oak tree plantings and other shrubbery on the fort grounds to be “too military and formal.” Baskette complained that NPS personnel failed to grasp the historical associations and significance of the War Department’s landscape plan, fuming, “I lack expletives enough to really express myself properly. The same idea applies to everything done down here.”¹²⁷

DESIGNATION AS A NATIONAL MONUMENT AND HISTORIC SHRINE

Dissatisfaction with the NPS management of Fort McHenry manifested itself again in 1937 when congressional legislation was reported to the House Committee on Public Lands that proposed to change the title of “Fort McHenry National Park” to “Fort McHenry National Monument.”¹²⁸ The name change of Fort McHenry, along with that of Abraham Lincoln National Park, was intended to distinguish between the larger parks in the West from the smaller, national monument category applied to other NPS-managed historic fort sites in eastern states like Fort Pulaski in Georgia and Fort Matanzas in Florida.¹²⁹ Members of the Society of the War of 1812 in Maryland strenuously objected to the Interior Department-supported measure, which they claimed was another example of the pro-western park bias among NPS senior officials. NPS Director Arno Cammerer’s explanation for reclassification seemed to justify this criticism. In an Interior Department memorandum he claimed that, “persons who come to Abraham Lincoln and the Fort McHenry National Park inevitably are disappointed because they do not measure up to the Grand Canyon, or Yellowstone and other national parks that they have visited and as a result suffer by comparison.”¹³⁰

Although officially designated as a National Park in 1925, local supporters always assigned Fort McHenry with an elevated status as a “National Shrine,” because it was believed that the fort was a place of inspiration to Francis Scott Key, motivating him to write the poem that would become our national anthem. In a letter to Congressman Representative Stephen W. Gambrill of Maryland, Society President James Hancock railed against “the unsympathetic bureaucratic attitude” of the Department of the Interior and “the recent innovations of some of its school boy historians rapidly changing the traditional value of Fort McHenry to the nation.”¹³¹ “To our mind,” Hancock wrote:

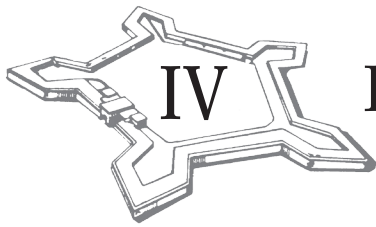
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- 126 James E. Hancock, “To Mr. James R. McConaghie,” Correspondence, November 6, 1933 and; “To Mr. Charles E. Peterson,” Correspondence, August 14, 1934, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.
 - 127 Colonel Alvin K. Baskette, “To Mr. James E. Hancock,” Correspondence, November 29, 1933, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.
 - 128 Stephen W. Gambrill, “To Hon. Clinton L. Riggs,” Correspondence, March 30, 1937, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.
 - 129 Senate Committee on Public Lands and Surveys, *Change Designations of Abraham Lincoln National Park, KY., and Fort McHenry National Park, MD, United States Senate, 76th Congress* S. Rep. No.907, 1-2 (1939).
 - 130 Arno B. Cammerer, “Memorandum for Mr. Demaray and Mr. Moskey,” Memorandum, January 4, 1938, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.
 - 131 James E. Hancock, “To Hon. Stephen W. Gambrill,” Correspondence, March 25, 1937, South Carolina Department of Highways and Public Transportation, Special Collections Department, Langsdale Library, University of Baltimore.

*Fort McHenry is neither a 'National Park' nor a 'National Monument,' but a distinctly historical place where people can go to review and renew those patriotic impulses that had much to do in making the national character.*¹³²

In order to pacify these complaints and head off a growing local controversy, NPS Director Cammerer and Congressman Gambrill worked out a compromise that proved acceptable to all parties. The new title would reference the original wording in the 1925 establishing legislation that proclaimed the fort a "national park and perpetual memorial shrine." On August 11, 1939, the name of the site was officially changed to Fort McHenry National Monument and Historic Shrine, making it the only NPS unit with a dual designation.¹³³

132 James E. Hancock, "To Hon. Stephen W. Gambrill," Correspondence, January 19, 1938, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

133 *Change In Name of Fort McHenry Park, U.S. Statutes at Large*, ch.686, 53 (1939): 1405.



IV Park Planning and Development, 1925 to Present

Planning and development for Fort McHenry can be broken down into seven periods between 1925 and the present. Beginning with the War Department's restoration of the property in the mid-1920s and onward under the NPS, each has left an imprint on the park's management strategies for the future. Shifting administrative philosophies and budgeting priorities, critical events, as well as external pressures have played a role in shaping the park's development throughout the twentieth century.

WAR DEPARTMENT MANAGEMENT AND RESTORATION, 1925-1933

With President Coolidge's designation of Fort McHenry as a national military park on March 3, 1925, the War Department was directed to restore the forlorn property "to such a condition as would make it suitable for preservation permanently as a national park and perpetual shrine as the birthplace of the immortal song "The Star-Spangled Banner." No congressional funding was appropriated for the work and the War Department was expected to cover construction expenses through the sale of non-historic, surplus materials and buildings from the World War I Army General Hospital Number 2. As a result of sporadic financing and the failure to develop a fully formulated restoration plan, repair work at Fort McHenry was often plagued by long construction delays and subject to criticism by local newspapers and preservation supporters during the War Department's management of the park from 1925 through 1933.

Preliminary planning and early restoration got off to a promising start over the first year of work. On April 3 1925, the Veterans Bureau formally notified the War Department that it was resigning "all rights and interests" in Fort McHenry. Just over a week later, U.S. Army Quartermaster General William Hart ordered the Army Real Estate Division to begin a property survey of the former hospital grounds, including neighboring areas administered by the USACE and the Treasury and Commerce departments. Meanwhile, \$6,000 was apportioned for the hiring of a small group of laborers responsible for the maintenance and protection of the historic Star Fort under the direction of the Quartermaster General.¹³⁴

In October, the Army received \$28,522.35 for the clearance and salvage of all temporary buildings at Fort McHenry and grading of the site. This sum fell far below the estimated \$50,000 the properties had been expected to fetch from the Quartermaster General's Office.¹³⁵ Demolition began a few

134 Harold I. Lessem and David A. Kimball, "History of Fort McHenry as a National Monument and Historic Shrine" (Baltimore, Maryland, 1954), 17.

135 Frederic J. Haskin, "Restoring Fort McHenry," *The Burlington Hawk-Eye* (Burlington, IA, January 17, 1926), sec. Second.

months later and continued through most of 1926. By September 1926, much of the former World War I hospital complex in the immediate vicinity of the Star Fort had been cleared, including a majority of properties dating from the late nineteenth and early twentieth centuries, save for the Key memorial statue, the Civil War Powder Magazine, and a former hospital incinerator.¹³⁶

The installation of electrical service and renovation of the Junior Officer's Quarters (Building C) second floor for use as the park caretaker's lodging quickly depleted the meager proceeds acquired through the salvage contract and the absence of additional funding precluded any significant rehabilitation of the deteriorating Fort. Minor improvements to the historic grounds were limited to weeding and litter removal as well as rudimentary landscaping consisting of the "cultivation of plants, trees, and shrubbery already in the ground and the addition of others."¹³⁷ When additional work failed to start in 1927, Baltimore city officials and other local groups condemned the poor condition of Fort McHenry and began to publicly air their disapproval of the Army's management of the property. Responding to the fort's plight once again, Representative J. Charles Linthicum introduced H.R. 204, which provided \$81,678 in congressional appropriations for the required preservation work. The bill was approved in early March 1928.¹³⁸

With funding finally secured, the newly assigned Third Army Corps Area Quartermaster, Colonel Alvin K. Baskette, commenced with a litany of architectural and landscape improvement projects at Fort McHenry in July 1928. Notable developments included the removal of the arched gateway and guardhouse and reconstruction of the main gate to its mid-nineteenth-century appearance. Extensive masonry repairs and repointing were performed on the brick boundary wall, Star Fort buildings and structures, the Civil War Powder Magazine, and on stonework along the seawall. The distinctive two-story, wooden porches were rebuilt on those buildings where they had been previously removed and new roofs, gutters, and downspouts were replaced where required. The upper floor of the Junior Officer's Quarters (Building C) was renovated for use as a caretaker's residence. Brick flooring was installed on interior ground floors of the Star Fort buildings, and the magazines and bombproofs were drained and cleaned. Brick pavers were also set in the new walkways built within the Star Fort and throughout the park grounds. Disturbed lawn areas were reseeded and sodded and a pump was reinstalled in the center of the Star Fort's parade area.

This exhaustive list of repairs was generally completed in time for the formal dedication of the Fort McHenry as a National Park on September 12, 1928. In the later months of 1928, work began on the removal of the unfinished, early 1870s water battery, an immense task that continued through early 1929. The battery excavation provided earthen fill for graded areas northeast of the fort, and the concrete rubble was used as riprap to bolster the seawall from further erosion. Municipally funded underground, electrical utility lines were also installed through the park.¹³⁹

136 Charles D. Cheek, Joseph Balicki, and John Pousson, *"On the Shore Dimly Seen...": An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland* (Alexandria, Virginia and Baltimore, Maryland: John Milner Associates, Inc. and Fort McHenry National Monument and Historic Shrine, 2000), 22, copy on file, Fort McHenry NM&HS Library.

137 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 18–19.

138 Mark Davison and Eliot Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine* (Brookline, Massachusetts: Olmsted Center for Landscape Preservation, 2004), 88.

139 Cheek, Balicki, and Pousson, *"On the Shore Dimly Seen...": An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland*, 23.

As restoration funding dissipated and the national economy collapsed with the onset of the Great Depression, Colonel Baskette returned to a routine of scheduled landscaping and maintenance at the fort. Limited public access to buildings within the Star Fort and the poor sanitary conditions of park latrines again prompted local condemnation of the War Department's management of Fort McHenry. To allay growing concerns, additional congressional funding of \$86,227 was requested by the military in 1930 for further repairs; however, only \$50,000 in deficiency appropriations was allotted in 1931.¹⁴⁰

With this funding, Colonel Baskette prepared a base map and specifications for planned developments at Fort McHenry intended to improve visitor services. These included the construction of a hard-surfaced parking lot located just northeast of the ravelin, installation of concrete sidewalks and benches, and road paving.¹⁴¹ A few more ambitious projects were never realized such as a new forced-air heating system for the Star Fort buildings, the construction of a modern restroom facility, and a separate caretaker's quarters building.¹⁴² For the remainder of his tenure at Fort McHenry, Quartermaster Colonel Baskette worked with a variety of local civic and patriotic groups to develop and fund a commemorative planting program for the national park.

NEW DEAL ERA PUBLIC WORKS AT FORT MCHENRY, 1933-1941

The NPS officially took charge of Fort McHenry from the War Department in August 1933 (Figure 4-1). Work at the fort during the first few months under NPS stewardship consisted of minor maintenance projects, including targeted repair of Star Fort masonry, lawn mowing and seeding, and road cleaning.¹⁴³ By the close of the decade, however, Fort McHenry would benefit from an unprecedented level of repair work through a series of New Deal emergency relief programs. Preparation of the first Master Plan for Fort McHenry would also have a lasting influence on future development within the park.

Within 100 days after President Franklin D. Roosevelt's inauguration in 1933, Congress passed the first of his proposed emergency public work programs, collectively known as the New Deal for America that were aimed at stimulating economic recovery in the midst of the Great Depression and providing relief for American workers suffering from long-term, high unemployment. The concept of a public construction program for park system development had been long studied within the NPS and Director Horace Albright proved instrumental in establishing the Civilian Conservation Corps (CCC) in 1933, one of the first and largest of the original New Deal Era programs. The NPS benefitted

140 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 89.

141 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 23; Headquarters Third Corps Area, Office of the Quartermaster, "Specifications for Construction of Roads, Walks, Parking Area, and Concrete Benches at Fort McHenry, MD." (n.p., January 16, 1931), 1, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

142 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 23; Colonel Alvin K. Baskette, "Improvements at Fort McHenry", September 12, 1931, 1–2, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

143 Ibid., 29; Superintendent James R. McConaghie, *Annual Report for the Fort McHenry National Park, 1934* (Gettysburg, Pennsylvania: U.S. Department of the Interior, National Park Service, August 13, 1934), 5–6, On file at Fort McHenry NM&HS.

from additional funding and civic work construction projects created under the auspices of the Civil Works Administration (CWA), the Public Works Administration (PWA), and later, the Works Progress Administration (WPA). These particular work relief programs were generally suited toward relieving unemployment in skilled and manual labor markets located in urban areas like Locust Point rather than the more conservation-oriented CCC camps employed in western national parks.¹⁴⁴

The jurisdictional transfer of the War Department-managed military park to the Interior Department and NPS temporarily delayed the start of New Deal-sponsored improvement projects at Fort McHenry.¹⁴⁵ Yet by mid-1934, public work was well underway with federal funding directly administered from NPS headquarters in Washington D.C. CWA appropriations totaling \$1,000 were used to prepare a contextual history and compile maps documenting the development of Fort McHenry and the surrounding area. More substantial funding of \$24,600 was provided through the PWA for a host of material improvements, including repairs to the storm-damaged seawall, resurfacing of park roads and walking paths, installation of a drain line for the ammunition pits, and renovations to the Star Fort barracks interiors, and the existing comfort station.¹⁴⁶

A list of contracts totaling \$38,052 was awarded in Fiscal Year (FY) 1935 for a second sequence of public work projects at Fort McHenry. These included additional painting and repointing of Fort buildings, various landscaping grading and erosion control measures, the installation of telephone service, reconstruction of three 1812 canon carriages, and demolition of an unused former hospital incinerator located on the southwest grounds of the park. The largest emergency relief allotments in FY 1935 were for the construction of a modern restroom station in the Soldier's Barracks Number One (Building D) at a cost of \$20,792 and \$13,775 for the installation of a steam heating system in all of the Star Fort buildings and the nearby U.S. Immigration Station.¹⁴⁷

On December 16, 1935, Fort McHenry was made a separate administrative unit within the NPS and George A. Palmer was appointed as the new, full-time superintendent. The superintendent's position was also assigned custodian duties for the adjacent Treasury Department's Federal Office Building complex (the former Immigration Station) in February 1936. This added responsibility would later prove to be a drain on the park management's resources and time.¹⁴⁸

The administrative reorganization for the park coincided with an expanded New Deal-funded planning and repair projects at Fort McHenry that began in August 1937 and would continue unabated over the next few years.¹⁴⁹ In his Annual Report for FY 1938, Holland unassumingly described the almost constant

144 Harlan D. Unrau and G. Frank Willis, *Administrative History: Expansion of the National Park Service in the 1930s* (Washington D.C.: National Park Service, U.S. Department of the Interior, 1983).

145 Ibid.

146 McConaghie, *Annual Report for the Fort McHenry National Park, 1934*, 10.

147 Superintendent James R. McConaghie, *Annual Report for Year 1934-1935, Fort McHenry National Park*, Superintendent's Annual Report (Gettysburg, Pennsylvania: Fort McHenry National Monument & Historic Shrine, July 27, 1935), 9–12, On file at Fort McHenry NM&HS.

148 Superintendent James W. Rader, *Memorandum for the Director, November 1941*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, December 6, 1941), 2, copy on file, Fort McHenry NM&HS Library.

149 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 30.



Figure 4-1. 1933 Period Plan of Fort McHenry and Grounds (Source: National Park Service, Olmsted Center for Landscape Preservation).

succession of rehabilitation assignments at Fort McHenry as just a “minor development” intended to “dress up the area and [make] it more presentable to the visiting public.” This second stage of New Deal public work was funded and executed in tandem under the auspices of the Emergency Relief Administration and to a larger extent, the Works Progress Administration. Between 1937 and 1938, further repairs were made to a portion of the seawall; bank sloping in areas near ramparts; ongoing maintenance of Star Fort buildings and structures; laying of new brick walkways both inside and outside the fort; and the installation of electric lighting in the Civil War Powder Magazine (Figure 4-2).¹⁵⁰

The 1939 Fort McHenry Master Plan

Steps were taken in October 1937 to develop what would become the first comprehensive Master Plan for Fort McHenry with a site survey used for the preparation of a topographical map of the park.¹⁵¹ A draft of the Master Plan was completed by June 1938 and the NPS Directors Office gave final approval of the document in 1939. The document was hailed by the park’s superintendent, Robert Holland, as a “noteworthy step in the development of Fort McHenry.”¹⁵²



Figure 4-2. Works Progress Administration (WPA) Workers Repairing Base of Rampart Wall, 1939 (Source: Superintendent’s Monthly Narrative Report, March 1939, Fort McHenry National Monument and Historic Shrine. Copy on File at the National Archives and Records Administration, College Park, Maryland).

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- 150 Superintendent Robert P. Holland, *Superintendent’s Annual Report, 1937-38, Fort McHenry National Park*, Superintendent’s Annual Report (Baltimore, Maryland: Fort McHenry National Monument & Historic Shrine, June 8, 1938), 1-4, 6, copy on file, Fort McHenry NM&HS Library.
- 151 Superintendent George A. Palmer, *Superintendent’s Annual Report, 1936-37, Fort McHenry National Park*, Superintendent’s Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 12, 1937), 3, copy on file, Fort McHenry NM&HS Library.
- 152 Holland, *Superintendent’s Annual Report, 1937-38, Fort McHenry National Park*, 5.

The planning components of the Fort McHenry 1939 Master Plan consisted of three map drawings entitled, "Historic Base Map," "Proposed Development," and "Utilities." The Historic Base Map was modeled on cartographer William Tell Poussin's 1819 *Plan of Fort McHenry* and served as the primary documentation of the fort's boundaries and the scope and location of its built environment five years after the 1814 bombardment. For NPS administrators and planners, the map provided a guide for directing the placement of all future development outside the boundaries of the 1814 historic zone.¹⁵³

The main design element presented in the 1939 Master Plan was the removal of the War Department's existing visitor parking lot located to the immediate northeast of the Star Fort. NPS recommendations called for the old lot to be replaced by an expanded parking facility located outside the 1814 historic boundaries, near the main entrance gate. New parking would consist of two parallel lots separated by a central, landscaped mall with the relocated *Orpheus* statue prominently sited at the eastern end. An elliptical circulation network would provide vehicular access from the entrance drive and between the two lots.

Other key aspects of the 1939 Master Plan included the proposed construction of a superintendent's residence, a garage, and maintenance shed. The planning map showed the three buildings grouped together in the southwest section of the park, to the west of the Civil War Powder Magazine and south of the main gate. The Civil War Powder Magazine was recommended for use as an assembly hall for large presentations or other interpretive purposes. Finally, the Federal Office Buildings located on the adjacent former Treasury Department parcel were delineated within the park's expanded boundaries. This was most likely an expression of the superintendent's custodial responsibilities for the buildings and suggested potential for the property's eventual annexation by the NPS.

Although never implemented as proposed, the 1939 Master Plan would serve as the foundation for future NPS planning endeavors at Fort McHenry throughout the 1940s and 1950s. In many cases, the later documents only revised basic recommendations first suggested in the 1939 edition. A more important legacy was the policy established in the 1939 Master Plan to confine all future administrative development and visitor accommodations in areas outside the 1814 historic zone.

CONCLUSION OF NEW DEAL WORK

Additional WPA funded rehabilitation totaling \$200,317 continued at Fort McHenry and the adjacent Federal Office Buildings throughout 1939 and 1940.¹⁵⁴ Many of the repairs involved the seemingly never-ending maintenance issues required at the fort such as masonry repointing, grading and seeding of eroded lawns, and painting of exterior woodwork. The underground ammunition pits

153 National Park Service, "1939 Fort McHenry Master Plan General Development Sheet" (National Park Service, Washington DC, 1939), copy on file, Fort McHenry NM&HS Library.

154 Superintendent Robert P. Holland, *Memorandum for the Director, December 1939*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, January 13, 1940), 1, copy on file, Fort McHenry NM&HS Library.

were drained and electric lighting was installed in these areas.¹⁵⁵ The staircases and flooring in the Commanding Officer's Quarters (Building A) and the Soldier's Barracks Number One (Building D) were replaced due to extensive termite damage. By September 1940, all of the shop tools had been removed from the Soldier's Barracks Number Two (Building E) and the interior was restored for use as an expanded museum area.¹⁵⁶ The shop was eventually moved to a temporary utility building that was erected on the southwestern edge of the Fort McHenry grounds in late October 1940.¹⁵⁷

In December 1940, the majority of WPA laborers were dismissed and construction of a temporary utility storage building, the last project of the federal work program, was completed by early spring of 1941.¹⁵⁸ In response to the growing military threat posed by Germany and Japan, President Roosevelt placed all U.S. Armed Forces on alert with the proclamation of an unlimited national emergency on May 27, 1941.¹⁵⁹ As the summer progressed, landscape architects from the NPS division office prepared measured studies of the Star Fort for revisions to the Fort McHenry Master Plan.

WORLD WAR II, 1942-1945

Following the Japanese attack on Pearl Harbor on December 7, 1941 and the United States' declaration of war, the National Park System was forced to drastically curtail operations due to steep reductions in Congressional appropriations and a drain of agency personnel to military conscription. As part of the mobilization effort, the Director's Office was moved from Washington D.C. to Chicago in the early half of 1942 to make way for wartime operations.¹⁶⁰ Fort McHenry returned to service for a second time when the Secretary of War, Henry Stimson, authorized the requisition of the fort as stipulated in the park's 1925 establishing legislation. In January 1942, air-raid protection measures were implemented throughout the park and work was completed on the installation of a new steam heating line to the Star Fort.¹⁶¹

155 Superintendent Robert P. Holland, *Superintendent's Annual Report, July 1, 1938 to June 30, 1939, Fort McHenry National Park*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, October 2, 1939), 1–2, copy on file, Fort McHenry NM&HS Library.

156 Superintendent Robert P. Holland, *Memorandum for the Director, September 1940*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, October 16, 1940), 2, On File in Fort McHenry Library.

157 Superintendent Robert P. Holland, *Memorandum for the Director, October 1940*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, November 15, 1940), 2, copy on file, Fort McHenry NM&HS Library.

158 Superintendent Robert P. Holland, *Monthly Narrative Report for Fort McHenry National Monument and Historic Shrine, December 1940*, Superintendent's Monthly Report (Baltimore, MD: National Park Service, U.S. Department of the Interior, January 16, 1941), 2, copy on file, Fort McHenry NM&HS Library.

159 Marcel Baudot, ed., *The Historical Encyclopedia of World War II* (New York: Greenwich House : Distributed by Crown Publishers, 1984), 532.

160 Barry Mackintosh, *The National Parks: Shaping the System* (Washington D.C.: National Park Service, U.S. Department of the Interior, 1991), 47.

161 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 42.

THE 1942 FORT MCHENRY MASTER PLAN

Approval of the new Fort McHenry Master Plan was issued in April 1942. Most likely, this was a premature decision compelled by the start of the war and impending relocation of the Director's Office to Chicago.¹⁶² While the 1942 edition is notable for its delineation of NPS uses within the Star Fort buildings during this period, the General Development Map offered just slight modifications of proposed design features originally presented in the 1939 Master Plan.

As with its predecessor, the main recommendation in the 1942 Master Plan was the removal of the existing surface parking lot within the 1814 historic zone and construction of a larger parking facility near the park gate entrance. The Treasury Department buildings were no longer included within the park boundaries as had been delineated on the 1939 Master Plan. Other changes included the proposed relocation of the War Department's commemorative cherry tree groves.

Earlier recommendations for a new administrative office and a superintendent's quarters were omitted from the 1942 Master Plan in favor of retaining these functions within the Star Fort buildings. Superintendent Rader vehemently disagreed with these exclusions, citing the undesirability of living arrangements within the Junior Officer's Quarters (Building C) for employee families and a desire to dedicate all areas within the historic Star Fort to interpretive functions. Additional revisions were made to the new General Development plan in late 1942 to accommodate Rader's requests.¹⁶³ However, with little chance of implementation the plan was shelved for the duration of the war.¹⁶⁴

WARTIME USES AT FORT MCHENRY

All other wartime construction projects at Fort McHenry were limited to military-related measures. In December 1941, space was designated for the U.S. Coast Guard in the adjacent Federal Office Buildings for the establishment of a Fire Control and Port Security Training Station on the site.¹⁶⁵ By February 1942, the Department of the Interior had approved a special-use permit allowing the Coast Guard to use the fort's magazines as air-raid shelters and the east grounds for drilling and recreational purposes.¹⁶⁶ At the end of July, the Coast Guard occupied all three Federal Office Buildings. The superintendent of Fort McHenry was relieved of his custodian duties for this property the following month.¹⁶⁷

162 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 126.

163 Superintendent James W. Rader, *Memorandum for the Regional Director, Region One*, December 21, 1942, 1–2, RG 79, National Archives and Records Administration II, College Park, MD.

164 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 126.

165 Superintendent James W. Rader, *Monthly Narrative Report for Fort McHenry National Monument and Historic Shrine, December 1941*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, January 7, 1942), 1, copy on file, Fort McHenry NM&HS Library.

166 Custodian James W. Rader, *Memorandum for the Director, February 1942*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, March 4, 1942), 1, copy on file, Fort McHenry NM&HS Library.

167 Custodian James W. Rader, *Memorandum for the Director, July 1942*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, August 7, 1942), 1, copy on file, Fort McHenry NM&HS Library; Custodian James W. Rader, *Memorandum for the Director, August 1942* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, September 10, 1942), 1, copy on file, Fort McHenry NM&HS Library.

An additional permit signed in early November 1942 allowed the Department of the Navy to erect wood frame temporary classroom buildings for the Coast Guard on almost eight and a half acres within the northwest section of Fort McHenry's grounds.¹⁶⁸ The agreement urged the Navy to preserve and protect "all objects of geological or historical nature" and required all existing cherry trees cleared in the authorized area to be replanted in other areas of the national monument as designated by the superintendent. The construction contract was ultimately awarded to the Paul Smith Construction Company of Tampa, Florida. Work began in mid-December 1942 and required the relocation of 118 trees. As development continued over the winter months, NPS allowed permission for the Coast Guard to use the second floor of Building A as a short-term classroom.¹⁶⁹

Additional use permits, issued to the Coast Guard and the Navy in 1943 resulted in greater military use. In March of that year, the Coast Guard requisitioned the Civil War Powder Magazine for use as a rifle and pistol range.¹⁷⁰ In October 1943, the Navy was granted exclusive use of four acres adjacent to the park entrance for development of the Fort McHenry Receiving Station barracks. The Navy development was completed by January 1944 and housed 300 servicemen.¹⁷¹

With Nazi Germany's unconditional surrender in early May 1945, the military's use of Fort McHenry quickly began to wane as the Coast Guard dismantled its firing range in the Civil War Powder Magazine later that same month. After the surrender of Japan on September 2, 1945, the fort put on a mock bombardment and fireworks display in front of 45,000 spectators as part of a joint celebration of V-J Day and Defenders' Day.¹⁷² Over 28,000 servicemen trained at Fort McHenry during the course of World War II.¹⁷³

With the fighting over, the Navy decommissioned its Receiving Station facility in November 1945. The U.S. Coast Guard soon followed suit with the closure of the Training Station at the end of December. Both properties were transferred to the Federal Buildings Administration (precursor to the General Services Administration) in early 1946.¹⁷⁴

168 Custodian James W. Rader, *Memorandum for the Director, November 1942*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, December 11, 1942), 1, On file at Fort McHenry NM&HS.

169 Custodian James W. Rader, *Memorandum to the Director, December 1942*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, January 13, 1943), 1, copy on file, Fort McHenry NM&HS Library.

170 Fred T. Johnston, "Memorandum for the Superintendent, Fort McHenry National Monument and Historic Shrine", January 5, 1943, RG 79, Box 27, National Archives and Records Administration, Philadelphia, PA.

171 Superintendent James W. Rader, *Annual Report of Officials in Charge of Field Areas, 1944*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 6, 1944), On file at Fort McHenry NM&HS.

172 Rader, *Annual Report for Officials In Charge of Field Areas, 1946*, 1-2.

173 Scott Sheads, *Fort McHenry* (Baltimore: Nautical & Aviation Pub. Co. of America, 1995), 92.

174 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 73.

POST WAR DEVELOPMENTS, 1946–1955

While Fort McHenry survived the war without firing a shot, extensive military usage, vandalism, pollution, and deferred maintenance stemming from budgeting and manpower shortfalls took a toll on the park's historic resources, landscape, and utilities. In some cases, critical problems were addressed near the end of the conflict. These included resurfacing of the fort's roads and walkways and the replacement of the lower floors in Building C and the Guard House, which suffered from extensive termite damage.¹⁷⁵

Similar deteriorating conditions in other parks and monuments led NPS Director Newton Drury to proclaim in 1949 that the nation's park system was a "victim of war."¹⁷⁶ NPS funding had plummeted from \$21 million in 1940 to just over \$4 million by 1945. Persistent congressional underfunding after the war only prolonged this period of neglect for the agency.¹⁷⁷ Aside from the military's planned restoration of war-use areas, relatively few improvement projects were authorized for Fort McHenry from the late 1940s through the mid-1950s, even as the popular park faced increased preservation challenges while accommodating larger numbers of visitors.¹⁷⁸

Demolition of the U.S. Coast Guard Training Station facility began in May 1946 according to requirements outlined in the 1942 Special-Use Permit agreement and the work was completed by the following October. Labor issues delayed the contract to remove the Navy's Receiving Station until December 1946. The last of these "war-use improvements" were cleared by early 1947, although landscaping continued through the following year as the grounds were restored to their former appearance.¹⁷⁹ The completion of work and cancellation of all special-use permits in 1948 marked an official end to Fort McHenry's wartime service.

There were a few other notable developments undertaken at Fort McHenry during the 1940s and early 1950s. Autumn rainfalls caused considerable erosion near the base of the Armistead statue in 1948, necessitating the use of \$7,000 in emergency funds for the excavation and repair of this area,

175 Custodian James W. Rader, *Memorandum for the Director, September 1944*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, October 3, 1944), 2, On file at Fort McHenry NM&HS; Custodian James W. Rader, *Memorandum for the Director, June 1945*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 6, 1945), 1, copy on file, Fort McHenry NM&HS Library.

176 Ethan Carr, *Mission 66: Modernism and the National Park Dilemma* (Amherst, MA: University of Massachusetts Press, 2007), 33–34.

177 Mackintosh, *The National Parks: Shaping the System*, 47; Conrad L. Wirth, *Parks, Politics and the People* (Norman, OK: University of Oklahoma Press, 1980), 226.

178 "Fort McHenry High in Favor," *Baltimore Sun* (Baltimore, MD, October 26, 1948).

179 Superintendent James W. Rader, *Annual Report for Officials in Charge of Field Areas, 1947*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 1, 1947), 1–2, On file at Fort McHenry NM&HS.

which was completed in 1950.¹⁸⁰ Extension of two municipal water lines across Fort McHenry began in June 1949 and continued through early 1952.¹⁸¹ The project required an Act of Congress to grant the City of Baltimore a 30-foot wide right-of-way permanent easement through the fort property for construction.¹⁸² In 1951, storm damage required further repairs to the masonry seawall and the porches on Commanding Officer's Quarters (Building A) and both Soldiers' Barracks (Buildings D and E).¹⁸³

THE 1952 FORT MCHENRY MASTER PLAN DEVELOPMENT OUTLINE

An update to the 1942 Master Plan Development Outline for Fort McHenry was released in February 1952. Like its wartime predecessor and the 1939 Master Plan before that, the revised 1952 Development Outline reiterated many of the ongoing challenges that had confronted the management since the NPS assumed stewardship of the fort in 1933. Issues of limited visitor parking and circulation within the park, both pedestrian and vehicular, continued to be major problems, particularly on weekend days when visitation rates were highest. The document renewed calls for the removal of administrative functions and visitor accommodations within the Star Fort and construction of new employee housing, an administration center, a combined concession and comfort station, and a maintenance facility in areas located outside of the historic 1814 boundaries. The 1952 Master Plan Development Outline also mentioned a new challenge facing the park during this period, the proposed construction of a cross-harbor highway tunnel near Fort McHenry.¹⁸⁴

The revised Master Plan already faced little chance of successful implementation at a time of limited finances and development for the National Park system during the 1950s.¹⁸⁵ The serious consideration afforded to the tunnel project among Baltimore regional transportation authorities cast further doubt on the viability of the 1952 Master Plan's recommendations, even among the document's authors. The status of the plan was regarded as temporary, pending completion of NPS studies of the proposed tunnel's potential effects on the fort with regard to increased traffic volume, noise, and pollution.¹⁸⁶

180 Superintendent James W. Rader, *Final Report on Repairing Slides in the Outer Ramparts of Fort McHenry National Monument and Historic Shrine, Contract I-13np-137* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, May 9, 1950), copy on file, Fort McHenry NM&HS Library.

181 Superintendent James W. Rader, *Annual Report for Official in Charge of Fort McHenry, 1952*, Memorandum (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, June 25, 1952), 4, On file at Fort McHenry NM&HS.

182 John Pousson, *Draft Chronology of Events Associated with the Acquisition of the Real Property Comprising Fort McHenry, Baltimore, Maryland, by the U.S. Government*, Draft chronology (Baltimore, Maryland, 2001), 3.

183 George C. Mackenzie, *Project Completion Report: Rehabilitation of Porches, Star Fort Buildings A, D and E, Fort McHenry National Monument and Historic Shrine, Contract I-13np-190* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1951), National Archives and Records Administration, Philadelphia, PA.

184 Department of the Interior, National Park Service, "Master Plan Development Outline, Fort McHenry National Monument and Historic Shrine, Introduction" (U.S. Government Printing Office, February 1952), 1–2, On File in Fort McHenry Library.

185 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 34.

186 Department of the Interior, National Park Service, "Master Plan Development Outline, Fort McHenry National Monument and Historic Shrine, General Information" (U.S. Government Printing Office, February 1952), 3, On File in Fort McHenry Library.

MISSION 66, 1956-1966

When Conrad L. Wirth replaced Newton Drury as NPS Director in 1951, he assumed management of a park system that had paradoxically become a victim of its own success. In the years after the war, national parks throughout the country were increasingly strained by the pressures of accommodating greater numbers of visitors while suffering from continued neglect and chronic underfunding. By the mid-1950s, deteriorating conditions of administrative and visitor service facilities within the national parks had become a crisis for the agency, prompting Director Wirth to devise an ambitious funding and development plan in 1954 to address the operational deficiencies confronting the NPS in the post-World War II Era. President Dwight Eisenhower approved the resulting Mission 66 program in 1956, a 10-year initiative costing over \$1 billion for the modernization of National Park system facilities, interpretive services, and resource management prior to the 50th Anniversary of the NPS in 1966.¹⁸⁷

In April 1956, Fort McHenry submitted a Mission 66 Prospectus identifying planning needs for Mission 66 program implementation at the park. The draft repeated many long-term requests at Fort McHenry, involving construction of expanded visitor parking facilities, an administrative center, and on-site employee housing in areas outside of the historic boundary.¹⁸⁸ Other preliminary recommendations called for the conversion of the Civil War Powder Magazine into a theater, and development of a new visitor and interpretative center. The prospectus also included a proposal for research of the fort and its history. The primary goal of the research was to “ascertain the appearance of Fort McHenry in 1814” and use that knowledge to inform future development and interpretation at the park.¹⁸⁹ The resulting Historical and Archeological Research Project (HARP) consisted of exhaustive historical research of Fort McHenry, architectural study of the Star Fort buildings as part of the Historic American Buildings Survey, and the first archeological investigations of the site. Walter T. Barrett was appointed superintendent of Fort McHenry in September 1958. Four months later in January 1959, a working copy of the Mission 66 Edition of the Fort McHenry Master Plan was released.

FORT MCHENRY 1962 MASTER PLAN

The Mission 66 edition of the Fort McHenry Master Plan was completed in 1961 and final approval granted in 1962 (Figure 4-3). The finalized document retained many of the recommendations presented in the previous 1959 edition and hearkened back to the park’s establishing legislation in 1925 that called for the restoration of the fort “to such a condition as would make it suitable for

187 Mackintosh, *The National Parks: Shaping the System*, 64.

188 National Park Service, “MISSION 66 Prospectus” (Fort McHenry National Monument and Historic Shrine, April 18, 1956), copy on file, Fort McHenry NM&HS Library.

189 Superintendent Robert H. Atkinson, *Submission of Annual Report, 1957*, Superintendent’s Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 3, 1957), 2, copy on file, Fort McHenry NM&HS Library; National Park Service, *Fort McHenry: Historical and Archeological Research Project, 1957-1958* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1958), iii, copy on file, Denver Service Center, Technical Information Center.

preservation permanently as a national park and perpetual shrine as the birthplace of the immortal song "The Star-Spangled Banner" NPS Planners and park staff would look to the history of the fort, revealed through a growing body of knowledge produced by HARP, to guide future development at Fort McHenry that would be able to accommodate a projected two million visitors annually by 1966.¹⁹⁰

Accomplishment of the Mission 66 Master Plan central tenets was sought through the "removal of obvious, non-conforming use and intrusions from the fort and its historic reservation and emphasis on interpretive presentation." This included the demolition of the intrusive surface parking lot in close proximity to the fort and removal of the Civil War cannon and earthworks that had been deemed a "confusing interpretive intrusion and obstruction." All monuments and commemorative markers were scheduled for relocation from the 1814 historic zone (identified as the 1819 boundaries based on the Poussin map) to areas within the park more "appropriate to the general scheme of area development."

Concurrent with these improvements was the construction of a combined visitor center and administration building, expanded parking, and new employee housing and maintenance garages. It was expected that the new facilities would eliminate staff use of the Star Fort buildings. Recently identified archeological remnants of outlying buildings and structures dating from the War of 1812 were recommended for reconstruction for interpretive purposes; however, the existing form of the Star Fort and its interior buildings would be retained "for present, leaving for future determination the degree to which further restoration may proceed." Other items within the development plan called for the possible annexation of adjacent federal property and the desire to procure contracts with the City of Baltimore to deliver electric, telephone, and water utilities to the Park.¹⁹¹

CONSTRUCTION OF THE MISSION 66 VISITOR CENTER AND OTHER PARK IMPROVEMENTS

Construction of a proposed "Administration-Museum Building" at Fort McHenry was mentioned as early as 1954 and the project served as a centerpiece of proposed Mission 66 developments at the park.¹⁹² The NPS's visitor center concept was modeled after commercial shopping centers and Mission 66 planners reflected the increasingly automobile-oriented society of the post-war period in the placement of these facilities adjacent to parking lots. Visitor centers were typically designed for efficiency; centralizing visitor services with museum exhibit space and administrative offices. The new buildings were also viewed by the NPS as a means of providing enhanced interpretation through the use of audio and visual media.¹⁹³

190 National Park Service, "Master Plan for the Preservation and Use of Fort McHenry National Monument and Historic Shrine, Mission 66 Edition, Vol. I" (U.S. Department of the Interior, National Parks Service, 1961), 4, copy on file, Fort McHenry NM&HS Library.

191 Ibid., 4,6–8.

192 James W. Holland, "Notes on a Study of Visitor Needs and Interpretive Methods at Fort McHenry National Monument and Historic Shrine," Memorandum, June 4, 1954, 5, National Archives and Records Administration, Philadelphia, PA.

193 Wirth, *Parks, Politics and the People*, 268–270.

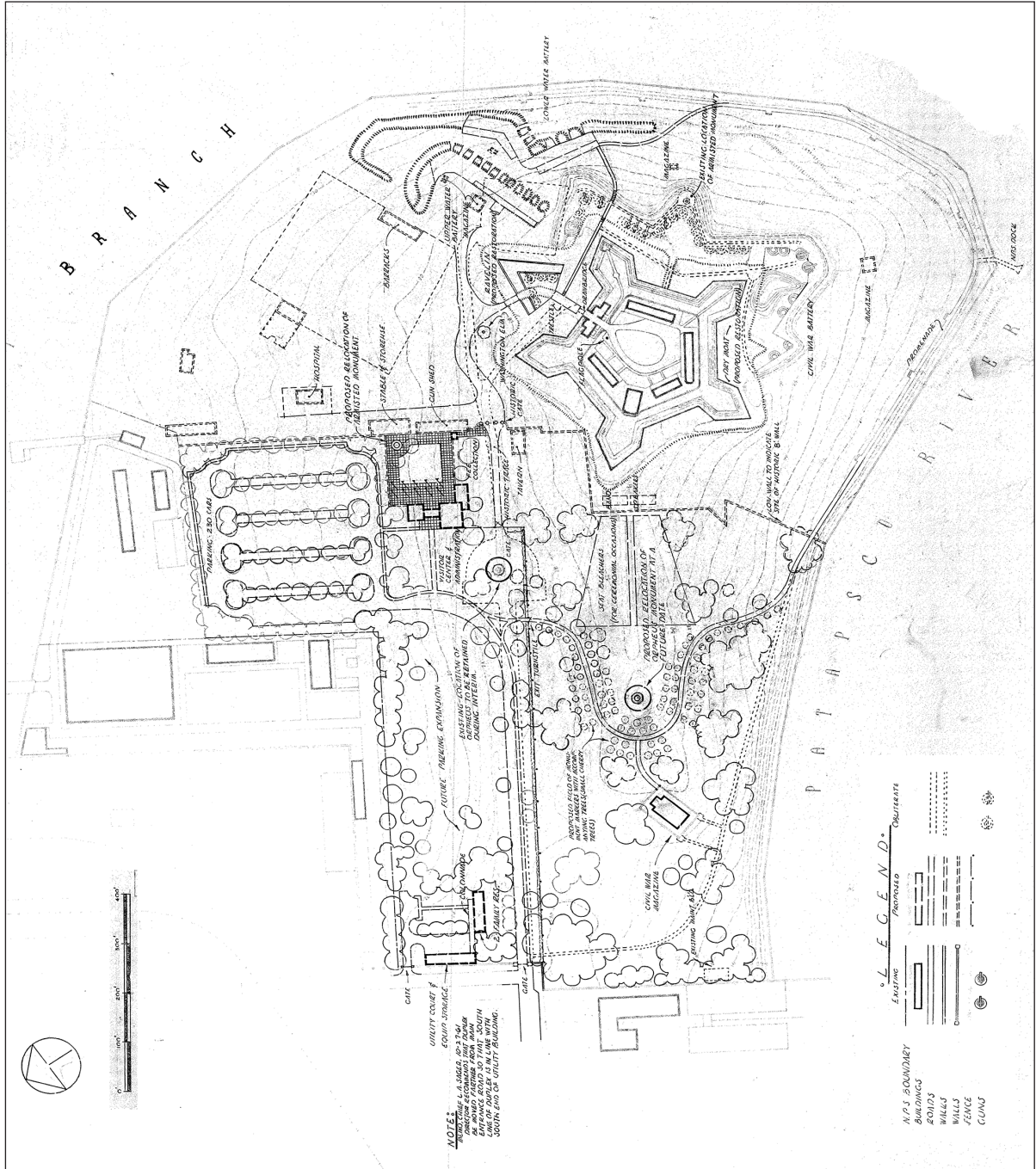


Figure 4-3. 1961 General Development Plan, Fort McHenry National Monument and Historic Shrine. (Source: National Park Service, Denver Service Center Electronic Technical Information Center).

In November 1961, park historian George C. Mackenzie replaced Walter Barrett as superintendent of Fort McHenry and would oversee remaining Mission 66 developments at the park.¹⁹⁴ That same year, site selections were established for all new Mission 66 construction, which included the Visitor Center, Duplex Housing Units, and a Maintenance Utility Garage. Other noteworthy projects included the relocation and enlargement of visitor parking facilities, new pedestrian circulation networks, relocation of commemorative statuary within the park, and general landscaping improvements.

The Eastern Office of the Division of Design and Construction (EODC) in Philadelphia, Pennsylvania completed designs for each of the proposed facilities in 1962. NPS architect Larry Biond served as the lead designer with architect Donald Benson acting as the primary reviewer on the project.¹⁹⁵ The Fort McHenry Visitor Center, residential Duplex Housing Units, and Maintenance Utility Garage were all designed in the functional aesthetic coined “NPS Modern,” a variation on the International Style of architecture that typically featured rectilinear plans, flat roofs, cantilevered surfaces, and the use of contemporary building materials. A hallmark of the Mission 66 program, NPS Modern was often a controversial departure from “NPS Rustic,” a vernacular architectural expression commonly employed in earlier NPS development.¹⁹⁶

Building contracts for all three facilities were awarded to the San-Joe Construction Company at a combined cost of \$184,743. Work began in July 1962 and was primarily completed by August 1963 (Figure 4-4).¹⁹⁷ The Fort McHenry Visitor Center was officially dedicated on July 4, 1964, the year of the 150th Anniversary of the Battle of Baltimore and the writing of “The Star-Spangled Banner.”¹⁹⁸

The completed 5,700-square-foot Visitor Center featured steel and concrete masonry units (CMU) construction and a Maryland General Shale brick veneer. The Visitor Center was located within view of the Star Fort, adjacent to the 1814 historic zone and accessed by a short walkway from the expanded new parking lot, designed to accommodate 151 cars and six buses. The lobby, auditorium, restrooms, and three administrative offices were housed on the first floor, while the basement level was used for various storage and park staff activities.¹⁹⁹ A large glass curtain window dominated the south side of the building’s exterior to provide visitors in the auditorium with a reveal of the U.S. Flag raised above Fort McHenry at the close of the introductory audio-visual program.

194 National Park Service, “Mackenzie Appointed Superintendent of Fort McHenry National Monument and Historic Shrine, Maryland,” Press Release, November 16, 1961, National Archives and Records Administration, Philadelphia, PA.

195 Anna von Lunz, “Determination of Eligibility for Mission 66 Era Park Development at Fort McHenry National Monument and Historic Shrine” (National Park Service, Baltimore, MD, 2003), 1.

196 Sarah Allaback, Ph.D., *Mission 66 Visitor Centers: The History of a Building Type* (Washington D.C.: U.S. Department of the Interior, National Parks Service, 2000), http://www.cr.nps.gov/history/online_books/allaback/.

197 von Lunz, “Determination of Eligibility for Mission 66 Era Park Development at Fort McHenry National Monument and Historic Shrine,” 1–2.

198 Superintendent George C. Mackenzie, “Dedication Fort McHenry Visitor Center,” Memorandum to the Regional Director, Northeast Region, May 16, 1963, National Archives and Records Administration, Philadelphia, PA.

199 von Lunz, “Determination of Eligibility for Mission 66 Era Park Development at Fort McHenry National Monument and Historic Shrine,” 2–3.



Figure 4-4. Visitor Center Construction Progress Photograph, circa 1963 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

The Duplex Housing Units and Maintenance Utility Garage were built using standard frame construction. The linear plan, one-story Ranch type duplex included three bedrooms in both the north and south units. Both the Duplex Housing Units and Maintenance Utility Garage were clad in Maryland General Shale brick. The buildings were sited in the northwestern vicinity of the park and screened from public view by topography and new planting.²⁰⁰

In an effort to remove late-period intrusions from the 1814 historic boundaries, the Armistead statue was removed from the Civil War Water Battery south of the fort and placed in the new plaza on the east side of the Visitor Center. The Orpheus monument, viewed by park administrators as detracting from the primary focal interest of the Star Fort due to its prominent placement in the center of the main drive, was relocated to an area approximately 400 feet to the southwest of its original site. Marble benches that once enclosed the monument were scattered along the walkways skirting the park seawall. The existing surface parking area, built near the Star Fort by the War Department in the early 1930s and a portion of the fort road leading to the lot was eradicated.

LEGACY OF MISSION 66 AT FORT MCHENRY

While extensive, the Fort McHenry Mission 66 program would only prove to be a temporary salve, offering half measures rather than a permanent remedy for the many administrative and operational issues plaguing the park. A revised edition of the Fort McHenry Master Plan released in 1964, just weeks after the dedication of the Visitor Center, already bemoaned “overcrowding” in the new facility. The small size of the Visitor Center represented a failure on the part of Mission 66 planners to meet the park’s projected need to accommodate the two million visitors annually by 1966 and the lack

²⁰⁰ Ibid., 3–4.

of space required continued use of the Star Fort buildings for staff offices and housing.²⁰¹ Additional shortfalls were manifested in the failure of the new visitor lot to accommodate increased parking at Fort McHenry. A stabilized turf area for overflow parking was eventually constructed along the north side of the entrance road in 1966 to address the problem.²⁰² The 1964 Master Plan edition also restated support of the proposed reconstructions of the 1814 Hospital, Stable and Storehouse, and Water Battery, main components of the Mission 66 Master Plan that were never realized. Appeals to restore Fort McHenry to its 1814 appearance would soon become a key element of the Park's planning policy during the 1970s and 1980s.

BICENTENNIAL ERA PLANNING, 1967-1986

Even as the park maintenance workers were completing landscaping improvements in 1966 to eliminate the "construction scars" of the previous construction program, preparation for a the new planning document began.²⁰³ The Mission 66 program deficiencies first identified in the 1964 Master Plan revision pointed the way toward the development priorities formulated just a few years later. Field study was conducted in August 1967 and a Fort McHenry Master Plan was released in 1968.²⁰⁴

The 1968 Master Plan is noteworthy as the first long-range plan for the park as well as the first attempt by the NPS to develop a regional analysis of various planning issues confronting Fort McHenry. This included an examination of regional population data and the effects of transportation accessibility on existing and projected visitation rates. At a local level, the proposed construction of an inner harbor highway bridge or tunnel directly adjacent to the fort, first broached in the early 1950s, remained a primary concern. Great attention was also given to the potential viability of the City of Baltimore's Inner Harbor revitalization to attract tourism and stimulate additional recreational and residential development in the area. Finally, increased cooperation was urged with public and private agencies to build support for development of new park facilities.

The General Development Plan included recommendations for enlargement of the Visitor Center to include increased space for offices, library, conference room and storage. Additions to the Maintenance Utility Garage and two new residences were also proposed. Annexation of the surrounding federal properties, specifically the USACE building, for use as an expanded automobile and bus parking area was included as part of the general site development, in addition to increased planting at the

201 National Park Service, "Master Plan for the Preservation and Use of Fort McHenry National Monument and Historic Shrine, Mission 66 Edition, Vol. I," 4.

202 Superintendent George C. Mackenzie, *Monthly Narrative Report for Fort McHenry National Monument and Historic Shrine, April 1966*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, May 10, 1966), 5, National Archives and Records Administration, Philadelphia, PA.

203 Superintendent George C. Mackenzie, *Submission of the Superintendent's Annual Report*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, June 7, 1966), 5, copy on file, Fort McHenry NM&HS Library.

204 National Park Service, "A Master Plan for Fort McHenry National Monument and Historic Shrine" (Office of Resource Planning, Washington, D.C., 1968), 6, copy on file, Fort McHenry NM&HS Library.

northern periphery of the park to screen the surrounding industrial setting. Finally, construction of a new fee collection booth at the main entrance gate was advised to reduce recreational, or “non-conforming use” of the fort among local residents and “increase capacity for serious visitors.”²⁰⁵

Complete reconstruction and restoration of the Star Fort to its 1814 appearance, was also strongly recommended as a means of strengthening visual interpretation of the park. This was a bold position when compared to the more tentative approaches taken in the 1962 and 1964 master plans, which had suggested that the existing form of the fort and buildings to be retained “for the present.” The 1968 Master Plan also went a step further than the earlier plans, advocating for the complete removal of the Orpheus and Armistead statues from the park to “more suitable settings” in other areas of Baltimore.²⁰⁶

THE I-95 BRIDGE CONTROVERSY AND THE U.S. BICENTENNIAL PREPARATIONS

The 1968 Master Plan ultimately had negligible influence on development at the park over the course of the next decade as the Fort McHenry staff was confronted with other pressing issues. A protracted fight that centered on the construction of the Interstate 95 Highway through South Baltimore and Fort McHenry dominated events throughout the early 1970s. Three proposed routes were announced in 1971, with one alternative showing the construction of a four-lane suspension bridge across the Inner Harbor, just north of the fort, that would require the demolition of much of the nearby Locust Point neighborhood. Virulent opposition to the highway among Locust Point residents and various state and local officials convinced transportation planners to revise the design in 1972 to a tunnel under the Patapsco River adjacent to the southern boundary of Fort McHenry.²⁰⁷ In 1973, Fort McHenry staff conducted research in cooperation with the Maryland State Highway Division to prepare an environmental agreement on the potential adverse effects of the proposed tunnel and the NPS finally offered official comment with a critique of the highway project.²⁰⁸

The park also began preparing for the 1976 Bicentennial Celebrations at Fort McHenry. Work started in 1973 to convert the Civil War Powder Magazine into a climate-controlled central repository for archives storage of both Fort McHenry and Hampton resources. Installation of electrical utility lines to the Magazine, as well as reconstruction of brick walkways, a portion of the seawall, and one-quarter of the parade wall within the Star Fort represented the most notable improvement projects during this period.²⁰⁹ Much of the interior and exterior woodwork in the Star Fort buildings was also repaired

205 Ibid., 9.

206 Ibid., 43–44.

207 Superintendent Harry L.O'Bryant, *Annual Report - 1972 Fort McHenry and Hampton National Site*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, January 19, 1973), 2, copy on file, Fort McHenry NM&HS Library.

208 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 135; Superintendent Dennis E. McGinnis, *Superintendent's Annual Report, 1974*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1975), 5, copy on file, Fort McHenry NM&HS Library.

209 Cheek, Balicki, and Pousson, “On the Shore Dimly Seen...”: *An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland*, 96–97; McGinnis, *Superintendent's Annual Report, 1974*, 4.

or replaced. In anticipation of large crowds at the fort during the Bicentennial festivities on July 4, 1976, the City of Baltimore worked with the Charles Center-Inner Harbor Management Corporation to build a pier for tour boats at the northeast edge of the fort boundary.²¹⁰

By 1978, the final designs of the I-95 highway segment placed the tunnel adjacent to the fort, along the edge of the southern seawall. Construction finally began on the I-95 tunnel on June 17, 1980. Minor energy-efficient improvements spurred by the growing oil energy crises began to be made to park facilities during the late 1970s and installation of handicapped-accessible accommodations in the Visitor Center. A parking lot and park drinking fountains were first implemented at Fort McHenry in early 1980s.

Coordination with contractors and government transportation agencies during the construction of the I-95 tunnel served as the “largest cooperative activity” for Fort McHenry administrative staff between 1980 and 1985. As part of the project’s environmental mitigation to reduce water disturbances and debris flow resulting from construction, artificial wetlands were created in 1983 between the Fort McHenry seawall and the tunnel. Work was finally completed on the I-95 tunnel in 1985 and it was opened for use in November.²¹¹

As the threat of the tunnel project receded, Fort McHenry staff began to focus on the fast approaching 175th Anniversary celebrations of Defenders’ Day and “The Star-Spangled Banner.” In May 1984, the NPS’s Denver Service Center completed preliminary schematic designs for enlargement of the 1964 Visitor Center that more than doubled the building’s original footprint. Twenty-three new wayside interpretive markers were also installed in the park and work began with the Denver Service Center on extensive repair of a storm-damaged 60-foot section of the seawall structure. A number of diseased trees throughout the grounds were replaced in kind or with similar varieties and an arbor vitae screen was planted between the park and the adjacent Navy properties.²¹²

THE LATE TWENTIETH CENTURY, 1987-2000

By the mid-1980s, the 1968 Master Plan had served as the basic management philosophy for Fort McHenry for nearly 15 years, surpassing the functional, five and 10-year general management plans typically employed by the NPS. While many components of the 1968 plan remained valid, others had become outdated over the intervening years. In 1986, NPS planners and Fort McHenry administration had reached a decision to move forward with a planning approach that provided an amendment to the 1968 Master Plan. This option was viewed as an effective and cost efficient measure that could be used in fundraising efforts by the Patriots of Fort McHenry, a non-profit foundation established in

210 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 136.

211 Superintendent Karen Wade, *Annual Report - 1985 - Fort McHenry*, Superintendent’s Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, March 10, 1986), 6, copy on file, Fort McHenry NM&HS Library.

212 Superintendent Juin A. Crosse-Barnes, *Annual Report - 1984 - Fort McHenry*, Superintendent’s Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, January 7, 1985), 10, copy on file, Fort McHenry NM&HS Library.

1984 by local civic and business leaders to assist with the improvement of facilities and interpretive programs at the park. Development of a comprehensive landscaping and planting program for Fort McHenry was also a key issue.²¹³

THE 1988 AMENDMENT TO THE 1968 MASTER PLAN

Proposed enlargement of the existing 1964 Fort McHenry Visitor Center was abandoned in favor of erecting a new facility in a 1987 report entitled *Concept for Facility Development and Landscape Treatment*.²¹⁴ Many of the recommendations issued in the preliminary planning outline were included in the 1988 Amendment to the 1968 Master Plan released in September the following year. The management document sought to ensure that recommendations presented in the 1968 plan were consistent with current federal policies and continued to be appropriate for addressing park needs into the next decade.

The proposed restoration of Fort McHenry to its 1814 appearance had become an outdated resource management policy following the passage of the 1966 Historic Preservation Act and consequent development of the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* in 1983. The amended master plan recommended preservation of the Star Fort in its current form. An earlier directive to acquire land of adjacent properties as a means of protecting the fort from commercial encroachment was also discarded.²¹⁵ The planning document also courted controversy with a call for the complete removal of the *Orpheus* statue from the Fort McHenry grounds; a proposal that was sharply criticized by some within the NPS.²¹⁶

The Amendment to the 1968 Master Plan presented a strong focus on landscaping within the park and its impact on visitor use. It prioritized development of a landscape plan to compliment interpretation of Fort McHenry's historic role in the Battle of Baltimore and the writing of the national anthem. Recreational activities considered "not compatible" with the commemorative purpose of the park were to be discouraged through implementation of a reduced mowing schedule to make the lawns less inviting. Policies were established for an expanded planting program throughout the fort grounds to replace dying and diseased trees and provide improved screening of adjacent development. Other recommendations included the removal of trees and commemorative markers near the main gate that blocked views of the Star Fort, relocation of the picnic area closer to the

213 Superintendent Karen Wade, *Fort McHenry National Monument and Historic Shrine, 1986 Annual Report*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, April 6, 1987), 1–2, copy on file, Fort McHenry NM&HS Library.

214 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 137.

215 National Park Service, "Amendment to the 1968 Master Plan and Environmental Assessment" (Denver Service Center, Denver, CO, September 1988), 2, copy on file, Fort McHenry NM&HS Library.

216 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 136–137; Scott S. Sheads and Anna Von Lunz, "Orpheus: A Classical Oddity in a Battlefield Landscape" (Microsoft PowerPoint presented at the American Battlefield Protection Program National Conference, Wyndham Hotel, Baltimore, MD, November 18, 2000).

parking lot, and construction of a small plaza near the water shuttle pier. The plan also proposed the removal of the evergreen hedge, which was planted in 1963 as an interpretive device to delineate the fort's 1814 historic boundaries and had degenerated into maintenance nuisance.²¹⁷

Replacement of the 1964 Visitor Center was another key component of the plan amendment. Citing the small size and cramped conditions of the existing building, the plan recommended construction of a 9,000-square-foot facility. New restrooms would be erected east of the parking lot to better accommodate visitors in the parking area and those arriving via the water shuttle. The parking facility would also be slightly enlarged to allow increased bus parking.²¹⁸

THE COMPREHENSIVE RESTORATION PROJECT

The bulk of development during the 1990s would be marked by an ambitious, multi-phase Comprehensive Restoration Project. The work was designed to repair extensive damage and structural failure of the Star Fort's brick masonry primarily caused by the use of Portland cement by New Deal construction crews in the 1930s. Deterioration of the masonry was exacerbated over time by exposure to excessive moisture resulting from poor drainage systems and deferred maintenance of the resources.²¹⁹

Project plans and specifications for the restoration project were prepared by the Baltimore firm Grieves, Worrall, Wright, and O'Hatnick (GWWO), Inc./Architects in cooperation with the Denver Service Center and finalized in 1993.²²⁰ The park was awarded \$3 million towards initial funding in 1991.²²¹ Additional congressional allocations would eventually raise the total cost of the project to \$6 million.²²² Restoration of the Star Fort structures began in 1995 and was accompanied by extensive archeological investigation over the course of the seven-year project.

FORWARD VISION: PLANNING FOR THE WAR OF 1812 BICENTENNIAL, 2000-2011

Although heightened security became a major concern for administration and staff at the dawn of the following the September 11, 2001 terrorist attacks, development activities at Fort McHenry around the turn of the century continued to work toward goals outlined in the Park's 1998-2002

217 National Park Service, "Amendment to the 1968 Master Plan and Environmental Assessment," 2,8-9.

218 Ibid., 6-7.

219 Scott S. Sheads, *A Summary: "The Comprehensive Plan: Fabric Analysis and Treatment Recommendations"* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1994), 3, copy on file, Fort McHenry NM&HS Library.

220 Superintendent John W. Tyler, *Fort McHenry National Monument and Historic Shrine, Hampton National Historic Site 1993 Annual Narrative Report* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1994), 1, copy on file, Fort McHenry NM&HS Library.

221 Superintendent John W. Tyler, *Fort McHenry National Monument and Historic Shrine and Hampton National Historic Site 1991 Annual Narrative Report, Superintendent's Annual Report* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, February 6, 1992), 1, copy on file, Fort McHenry NM&HS Library.

222 Edward Gunts, "\$3 Million Face-lift for Crumbling Walls to Restore Fort McHenry o Its Old Glory," *Baltimore Sun* (Baltimore, MD, June 26, 1994); Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 137.

and 2001-2005 strategic plans, which included the completion of masonry work associated with the Star Fort Comprehensive Restoration Plan in 2002, repairs to the fort's subsurface drainage system, continued rehabilitation of the seawall, and the construction of a new maintenance facility.²²³ Focus would soon shift however, toward construction of the long sought-after new Visitor and Education Center and planning for Fort McHenry's involvement in the Bicentennial of the War of 1812 and the 200th Anniversary of Defenders' Day and the national anthem in 2014.

DEVELOPMENT OF THE NEW VISITOR AND EDUCATION CENTER

The moribund drive toward construction of a modern visitor center for Fort McHenry was revived in 2001 when the park acquired \$120,000 in funding to prepare a Development Concept Plan and Environmental Assessment/Assessment of Effect (DCP/EA/AOE) for the project. Prepared by the planning firm Vanesse Hangen Brustlin, Inc. (VHB), the DCP/EA/AOE presented various design models for the new facility, assessed potential environmental impacts that could result from its construction, and proposed corresponding procedures to mitigate any adverse effects.

Additional funds were earmarked for FY 2003 to prepare supplemental project planning reports related to new traffic alignments and developmental impacts of the new project. These included a park Boundary Survey conducted by NPS staff; an Alternative Transportation Study (ATS) prepared by the U.S. Department of Transportation's Volpe National Transportation Systems Center; and a Cultural Landscape Report (CLR) developed by the NPS Olmsted Center for Landscape Preservation. In addition, Fort McHenry became the first park in the NPS Northeast Region to participate in the Denver Service Center's 'visitor facility planning model' database, which was designed to assist with calculating recommended square footage requirements at the new facility.²²⁴ That same year, the Maryland State Historic Preservation Office (SHPO) concurred with NPS's Determination of Eligibility (DOE) statement that found the park's Mission 66-era Visitor Center not eligible for listing in the NRHP.²²⁵

All required planning reports for the new Visitor and Education Center were finalized and released for the public in November 2004, with each document addressing design, land-use, and transportation planning issues associated with the siting and scope of the proposed Fort McHenry building.²²⁶ Among the four design alternatives presented in the DCP/EA/AOE were an expansion of the existing visitor center and construction of a separate administration center near the park gate as well as the demolition of the existing facility and construction of a "campus plan," to include a new visitor and

223 Superintendent Laura E. Joss, *Annual Narrative Reports of Superintendents of Fort McHenry National Monument and Historic Shrine, Fiscal Year 2000* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, August 2000), 1, On File in Fort McHenry Library.

224 Superintendent Laura E. Joss, *Fort McHenry National Monument and Historic Shrine State of the Park Report/ Superintendent's Narrative, Fiscal Year 2002* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2002), 1-2, On File in Fort McHenry Library.

225 von Lunz, "Determination of Eligibility for Mission 66 Era Park Development at Fort McHenry National Monument and Historic Shrine."

226 Superintendent John McKenna, *Fort McHenry National Monument and Historic Shrine, State of the Park Report, Fiscal Year 2004* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2004), 2, On File in Fort McHenry Library.

education center and separate administrative and maintenance buildings. The preferred option, Alternative D, would consolidate visitor services, educational, and administrative functions into one building sited just outside the fort's historic zone. Additional recommended improvements included realignment of Fort Avenue and the existing parking lot and construction of a covered, parking terrace on the location of the existing overflow area.²²⁷

The NPS Northeast Region Director signed a Finding of No Significant Impact (FONSI) for the proposed new Visitor and Education Center in early 2005 and the notice to proceed with the project was received in November of that year. Just over \$11 million in construction funding was derived through a convoluted transfer of allocations approved as part of the 2005 Federal Transportation Reauthorization bill. At a televised press conference U.S. Senator Paul Sarbanes of Maryland and Congressman Ben Cardin announced the official start of the project's design on January 27, 2006.²²⁸ The design contract for the building was awarded to GWWO, Inc./Architects with Forrester Construction Company of Rockville, Maryland winning the construction contract. Haley Sharpe Design was awarded the subcontract for the design of the interior exhibit space and Mahan Rykiel Associates, Inc. of Baltimore received the landscape design contract for the project. GWWO Inc. had developed The Comprehensive Plan for the restoration of the fort in the early 1990s and the firm also specialized in the planning and design of visitor centers and educational facilities for the NPS.²²⁹ Design of the new Visitor and Education Center was approved at the end of FY 2007 and detailed construction planning progressed throughout 2008.²³⁰ During this time, an additional \$2.8 million in matching funds was committed by the City of Baltimore and the State of Maryland.²³¹

Three hundred people and a number of federal, state, and local officials attended the groundbreaking ceremonies on April 27, 2009 (Figure 4-5). Invited dignitaries included U.S. Senator Ben Cardin, Maryland Governor Martin O'Malley, and Baltimore Mayor Sheila Dixon. Construction of the facility began shortly thereafter and continued over the next two years.²³²

The design of the 17,656 square foot, LEED certified Visitor and Education Center featured sleek, contemporary architectural elements inspired by the movement of a waving U.S. flag (Figure 4-6). The building's façade was clad in thin, zinc-plated panels meant to evoke the stripes of the flag, while the upward slope and brick veneer of the rear curved wall directed visitors' attention to Fort

227 U.S. Department of the Interior, National Park Service, *Fort McHenry National Monument & Historic Shrine, Development Concept Plan/Environmental Assessment/Assessment of Effect* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, November 1, 2004), 40–41, On File in Fort McHenry Library.

228 National Park Service, *A Star-Spangled Groundbreaking*, 2009, www.nps.gov/fomc/upload/SS%20Groundbreaking.pdf; Superintendent Gay E. Vietzke, *Fort McHenry National Monument and Historic Shrine, The Year in Review - Fiscal Year 2006*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2006), 1, On File in Fort McHenry Library.

229 GWWO, Inc./Architects, "Design of the New Fort McHenry Visitor Center Unveiled," Press Release, September 7, 2007, 1–2, http://www.gwwoinc.com/pdf/09-07-07_FOMC_Visitor_Center.pdf.

230 Superintendent Gay E. Vietzke, *Fort McHenry NMHS and Hampton NHS FY2007 Annual State of the Parks*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2008), 1–2, copy on file, Fort McHenry NM&HS Library.

231 Superintendent Gay E. Vietzke, *Fort McHenry NMHS and Hampton NHS FY2008 Annual State of the Parks*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2009), 2, copy on file, Fort McHenry NM&HS Library.

232 Ibid., 1–2.



Figure 4-5. Groundbreaking Event for New Visitor Center Facility, 2009. From Left to Right ; Alan Walden (Friends of Fort McHenry), Alan Reed (GWWO), Contractor David Forrester, Mike Reynolds (NPS), Joe Crystal (NPS), Baltimore Sheila Mayor Dixon, Governor Martin O'Malley, Congressman Sarbanes, Senator Paul Sarbanes, Senator Ben Cardin, State Delegate Brian McHale, Gay Vietzke (NPS), State Delegate George Della. (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

McHenry and the Star-Spangled Banner raised on its flagstaff. A library, staff offices, and a break room with access to an exterior terrace were located on the second floor of the building, while the visitor entrance lobby, gift shop, and an exhibit gallery occupied the first floor. The automated reveal of the fort and U.S. flag following the conclusion of the introductory film, a popular and emotionally effective interpretive device employed in the 1964 Visitor Center, was recreated in the new facility's exhibit gallery.

In December 2010, the original, 46-year-old Visitor Center was demolished with little fanfare. The new Visitor Center and Education Building was officially dedicated four months later on March 3, 2011, to coincide with the 80th Anniversary of the official designation of "The Star-Spangled Banner" as the national anthem.²³³ Federal, state, and local funds as well as additional monies collected through park entrance fees contributed to the \$15 million total cost of construction. Fort McHenry Superintendent Gay Vietzke praised the new Visitor and Education Center as a "milestone" for the NPS. The facility finally providing park staff with the amenities and operational space to accommodate the projected one million annual visitors expected to flock to Fort McHenry for enjoyment of a host of events scheduled for the upcoming War of 1812 Bicentennial Celebrations.²³⁴

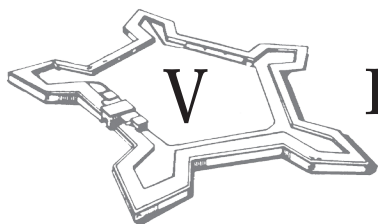
233 Jessica Anderson, "Crowds Flock to Fort McHenry," *Baltimore Sun* (Baltimore, MD, March 5, 2011), http://articles.baltimoresun.com/2011-03-05/news/bs-md-ci-fort-mchenry-opens-20110305_1_national-anthem-crowds-flock-anthem-and-flag.

234 Edward Gunts, "Fort McHenry Opens New Visitor and Education Center," *Baltimore Sun* (Baltimore, MD, March 2, 2011), http://articles.baltimoresun.com/2011-03-02/business/bs-bz-fort-mchenry-opening-20110302_1_fort-mchenry-visitor-national-anthem.



Figure 4-6. The New Visitor and Education Center, 2011 (Source: GWWO Architects).

Completion of the Visitor and Education Center in March 2011 was just the latest phase in Fort McHenry's developmental history as a national park. Beginning with the initial restoration of the Star Fort in 1925, development at Fort McHenry has occurred in a sporadic fashion, often influenced by local and national events, dictated by NPS budgetary surpluses and constraints, or guided by policy priorities established at both the park and agency levels. Although the various Fort McHenry master plan documents prepared by the NPS from the 1939 to the present were seldom fully implemented, these documents often served as a framework for later development in the park and provide an insight into shifting philosophies and planning strategies, as well as the short and long-term challenges confronting park management and operations throughout the twentieth century.



Park Operations and Staffing

Park operations at Fort McHenry have grown considerably since its designation as a national park in 1925. Management during the park's formative years under the War Department and NPS was largely performed on a part-time and remote basis. Increased development, funding, and visitation in the years before and after World War II required the development and growth of a permanent staff organized according to administrative, interpretation, and maintenance functions. Longstanding problems with security, co-management of Hampton NHS, and resource management would eventually require the creation of new divisions to address those issues. Throughout this time, park operations at Fort McHenry would contend with numerous budget changes that included both increases and decreases in base funding.

WAR DEPARTMENT ADMINISTRATION, 1925–1933

During the War Department's eight-year period of management of Fort McHenry National Monument, the park was originally placed under the direct control of the Office of the Quartermaster General in Washington D.C. Between 1926 and 1928, Colonel Theodore B. Hacker, Chief of Salvage Services within the Office of Chief Quartermaster, Lieutenant Clifford Smith, and Colonel Alvin K. Baskette, Quartermaster, Third Corps Area, served in an unofficial capacity as the park superintendents, overseeing the restoration and maintenance of the site.²³⁵ Colonel Baskette was later placed in control of Fort McHenry as a designated representative of the Quartermaster General's Office in July 1928.²³⁶ In July 1930, administrative command of Fort McHenry was assigned to the Commanding General of the Third Corps Area and Colonel Alvin Baskette was retained as the park's constructing quartermaster.²³⁷

Operations at Fort McHenry were conducted at a rudimentary level under the War Department's stewardship due to small budget allocations and the lack of an adequate staff. The bulk of the restoration work at Fort McHenry was performed by contract labor, while three caretakers performed routine maintenance work and also executed their collateral responsibilities ensuring the protection of the area from the hazards of fire and vandalism. Operational funding for the administration, protection, maintenance and improvement of the park declined from approximately \$6,000 in Fiscal Year (FY) 1925 down to \$4,571 by FY 1932.²³⁸

235 Office of the Quartermaster General to Quartermaster, Third Corps Area, May 19, 1925, as found in Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 26.

236 Bliss, "To Mr. James W. Rader, Custodian." On page 28 of the "History Fort McHenry as a National Monument and Historic Shrine;" Lessem notes that Baskette's command remained unofficial until August 29, 1928.

237 Ibid.

238 Baskette, "Improvements at Fort McHenry," 4.

On-site accommodations for the Head Caretaker were provided after the restoration of the upper floor of the Junior Officer's Quarters (Building C) in 1928. The Assistant Caretaker's quarters were placed in the second floor of the Enlisted Soldier's Barracks Number 1 (Building D) in 1931. Employee contact with visitors during this period was intermittent and historic interpretation of Fort McHenry was virtually nonexistent, save for tours briefly offered by a local sightseeing company in the summer of 1931.²³⁹

EARLY NPS MANAGEMENT, 1933-1934

After the NPS officially took charge of Fort McHenry in August 1933, management of the park was directed from the office of James R. McConaghie, superintendent of the Gettysburg National Military Park. McConaghie officially accepted management of Fort McHenry as well as the Monocacy National Battlefield Site in Frederick, Maryland. He described the news of his promotion as a "complete surprise."²⁴⁰ Under this unwieldy, tripartite system, McConaghie was compelled to execute his administrative duties for Fort McHenry on a part-time, and largely absentee, fashion. To provide direct supervision of park operations during the busy spring and summer months, Robert Lee Jones, a Historical Technician at Gettysburg, was appointed acting superintendent of Fort McHenry in July 1934. Frustrated by a number of difficulties arising from the NPS's provisional administration of Fort McHenry and the inability to develop a basic interpretive program for the park he resigned almost a year later on June 1, 1935. The following month, Harper L. Garrett, also a Junior Historical Aide at Gettysburg, was temporarily assigned as the new acting superintendent.²⁴¹

Although the base budget under NPS jurisdiction was increased to \$6,250 in FY 1934, operations at Fort McHenry generally continued as they had under the War Department.²⁴² Interpretation remained non-existent. The caretaker and two full-time assistants employed by the Army were retained to handle routine maintenance. The three men also continued to provide protection of the area through police powers bestowed by NPS regulations. During the peak visitor months of spring and summer, a group of 12-16 temporary laborers was hired to assist with maintenance and cleaning of the grounds.²⁴³

CREATING AND SUSTAINING FORT MCHENRY OPERATIONS, 1935-1947

On December 16, 1935, direct management of Fort McHenry under Superintendent McConaghie of Gettysburg National Military Park ended and the park was established as an independent administrative unit within the National Park system. George A. Palmer, a young and energetic three-year veteran of the NPS, was appointed as the first, full-time superintendent of Fort McHenry. In addition to his

239 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 24.

240 "McConaghie Assumes Charge of Cemetery; Two National Parks."

241 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 38,54.

242 McConaghie, *Annual Report for the Fort McHenry National Park, 1934*, 8.

243 Ibid., 5.

role as superintendent, Palmer was also assigned custodian duties for the Treasury Department's Federal Office Building complex (the former Immigration Station) in February 1936, an added responsibility that would later impact the management of the park's resources and time.²⁴⁴

Despite the administrative separation of the two parks, all fiscal operations for Fort McHenry continued to be managed through the Gettysburg office, an arrangement that would last until the 1950s.²⁴⁵ At the time of Palmer's arrival, all major construction projects at Fort McHenry had become systemized through emergency relief funding and labor; however, the park's small operations budget had precluded the development of a professional staff and interpretive program. In 1935, NPS base for Fort McHenry stood at \$7,790.²⁴⁶ That number would rise by 26 percent to \$10,494 in 1939.²⁴⁷

With increased allocations, Superintendent Palmer was able to assemble a five-member permanent staff in September 1937. The number of full-time employee positions and staffing structure would remain consistent over the next 13 years at Fort McHenry.²⁴⁸ The park unit was organized into three operating divisions, all under the direction of the superintendent. The Administrative Division included a permanent Clerk-Stenographer position and a temporary Junior Clerk. Permanent Junior Researcher/Historical Technician and a Junior Historical Aide positions formed the park's History Division, a precursor to the Interpretative Division. In lieu of a permanent Maintenance staff, four temporary employees were hired on a seasonal basis to assist with routine grounds keeping during the busy summer months. In the years prior to World War II, the NPS relied heavily on a large retinue of between 25 to 55-man public works crews to provide the bulk of construction work and repairs at the fort.

General park activities at Fort McHenry were slowed by a flurry of administrative changes in early 1938. George Palmer returned to his former position as superintendent of the Statue of Liberty National Monument in New York and was succeeded in December 1937 by Hershel C. Landru, a former Historical Technician at Chickamauga and Chattanooga National Military Park. Landru abruptly resigned his position after just a few months on the job over a pay raise dispute with NPS superiors and was replaced by Robert P. Holland in the summer of 1938.²⁴⁹

CONCESSION SERVICES

In January 1937, the Evelyn Hill Corporation received a permit to operate a concession stand at Fort McHenry. World War I veteran Aaron Hill owned the company and it was named after his wife, an astute businesswoman in her own right. Hill first entered the souvenir business at the Statue of Liberty

244 Rader, *Memorandum for the Director*, November 1941, 2.

245 Department of the Interior, National Park Service, "Master Plan Development Outline, Fort McHenry National Monument and Historic Shrine, General Information," i.

246 McConaghie, *Annual Report for Year 1934-1935, Fort McHenry National Park*, 9.

247 United States. Bureau of the Budget, "The Budget of the United States Government for the Fiscal Year Ending June 30, 1941," 563.

248 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 124.

249 Bemrick, "Recollections About Fort McHenry."

National Monument in 1931 before establishing additional franchises at Fort McHenry, the Sagamore Hill National Historic Site, and the Freedomland amusement park in New York. The small concession stand originally opened under the porch of the Enlisted Soldier's Barracks Number 2 (Building E) in March 1937. Concessions were later moved to the interior of the Sally Port Guard House.²⁵⁰

THE 10-CENT VISITOR FEE

At noon on April 27, 1939, Fort McHenry staff began collection of a 10-cent admission fee from all visitors entering the inner Star Fort. The new service-wide charge was based on Interior Secretary Harold Ickes' belief that users should help offset the maintenance and operational costs of NPS facilities. The fee policy for historic parks and monuments like Fort McHenry was based on existing automobile fees that were first introduced in western national parks in 1908.²⁵¹

Superintendent Robert P. Holland maintained strong reservations against the entrance fee policy, claiming that the park did not have the adequate personnel to sell tickets and collect the revenue. The job was originally assigned to the park's Junior Historical Technician, limiting the time devoted to his

interpretive work and contact with the visiting public.²⁵²

Many local citizens also complained about the 10-cent charge, including Mrs. Reuben Ross Holloway, the prominent Fort McHenry supporter and President of the Maryland Society of the United States Daughters of 1812. She would quickly reverse her opinion a few days later and posed in newspaper photographs documenting the institution of the fee (Figure 5-1).²⁵³ In the months after the introduction of the entrance fee, visitation rates to the Star Fort declined by half of the previous totals.²⁵⁴



Figure 5-1. Mrs. Reuben Ross Holloway (Right) Paying the 10-Cent Admission Fee at Fort McHenry, April 1939 (Source: Superintendent's Monthly Narrative Report, May 1939, Fort McHenry National Monument and Historic Shrine. Copy on File at the Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

250 Evelyn Hill Inc., "The History of Evelyn Hill, Inc."; Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 43.

251 Mackintosh, *Visitor Fees in the National Park System: A Legislative and Administrative History*.

252 Roush, *Memo to Accompany Monthly Statistical Report of Interpretation Contacts in Historic Areas*.

253 "Mrs. Holloway Now Approves Park Tax." *Baltimore Sun*. March 28, 1939.

254 Holland, *Monthly Narrative Report for Fort McHenry National Monument and Historic Shrine*, November 1939, 3.

WORLD WAR II AND IMMEDIATE POST WAR YEARS, 1941-1948

On July 19, 1941, Superintendent Holland left Fort McHenry to become the Assistant superintendent of Zion National Park in Utah.²⁵⁵ James W. Rader officially assumed his position as superintendent nine days later on July 28, 1941 (Figure 5-2).²⁵⁶ He would guide Fort McHenry through the precarious years of World War II under the capacity and title as a Custodian rather than superintendent. Like other areas in the National Park System during the war, Fort McHenry suffered from lowered visitation rates, drastically reduced congressional funding, and protracted personnel shortages. Emergency relief works were terminated at Fort McHenry in late 1940, leaving the park's seasonal maintenance crew to struggle with routine grounds keeping duties during the following spring and summer.²⁵⁷ The park's operating budget was cut by nearly 30 percent from \$17,433 in 1941 to \$12,581 in 1943.²⁵⁸



Figure 5-2. Superintendent James W. Rader (Right) and Baltimore Mayor Howard W. Jackson, circa 1940 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

Rader's duties during the war were primarily custodial and involved handling routine maintenance and protection issues, as well as coordinating with the U.S. Coast Guard and Navy on their wartime uses on park grounds. The loss of staff to the military draft severely curtailed interpretive services and visitor fee collections. Internal NPS correspondence showed that Rader sometimes worried about the large number of service personnel using Fort McHenry, noting the absence of adequate supervision and periodic harassment of female visitors.²⁵⁹ Increased vandalism and trespassing by children from the Locust Point neighborhood was also a common complaint during the war.²⁶⁰ However, in his annual reports Rader often noted that increased military operations did not interfere with the public's use of the Fort McHenry and despite tight fuel rationing and security restrictions, the park was able

255 Superintendent Robert P. Holland, *Monthly Narrative Report for Fort McHenry National Monument and Historic Shrine, June 1941*, Superintendent's Monthly Report (Baltimore, MD, July 11, 1941), 2, copy on file, Fort McHenry NM&HS Library.

256 Superintendent James W. Rader, *Monthly Narrative Report for Fort McHenry National Monument and Historic Shrine, August 1941*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, August 7, 1941), 2, copy on file, Fort McHenry NM&HS Library.

257 Holland, *Monthly Narrative Report for Fort McHenry National Monument and Historic Shrine, April 1941*, 1.

258 United States. Bureau of the Budget, "The Budget of the United States Government for the Fiscal Year Ending June 30, 1942," 597; United States. Bureau of the Budget, "The Budget of the United States Government for the Fiscal Year Ending June 30, 1945," 514.

259 Custodian James W. Rader, *Memorandum for the Director, February 1943*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, March 10, 1943), 1, copy on file, Fort McHenry NM&HS Library.

260 Baker, *Narrative Report of Historical and Archeological Technicians for the Month of June 1942*, 1-2.

to remain open every day for visitors throughout World War II.²⁶¹ The fort also continued to fulfill its inspirational role during the war for both civilians and members of the armed forces alike, playing host to several patriotic national radio broadcasts, military induction ceremonies, and Defenders' Day celebrations.²⁶²

Many of the managerial burdens shouldered by James Rader and the Fort McHenry staff during the war began to ease slightly in the years afterward. The park's base operating budget rose from \$13,417 in 1945 to nearly \$21,187 in 1947. In addition, all temporary wartime construction had been cleared from the park area and the special-use permits issued to the U.S. Coast Guard and Navy were canceled in 1948. Despite these improvements, deterioration of the Star Fort from deferred maintenance and inadequate staff and visitor facilities afflicted park operations in the post-war era.²⁶³

MID-CENTURY GROWTH, 1948-1970

Near the end of Rader's tenure, the NPS acquired Hampton Mansion. The antebellum mansion and 64-acre grounds, located 16 miles from Fort McHenry in the nearby Baltimore suburb of Towson, Maryland, was completed in 1790 by Captain Charles Ridgely and owned by his heirs until John Ridgely, Jr. sold the estate to the non-profit Avalon Foundation in 1947, which later donated it to the NPS. The property was designated as a National Historic Site under the authority of the 1935 Historic Sites Act on April 16, 1948. The Society for the Preservation of Maryland Antiquities assumed operation and maintenance of Hampton under a cooperative agreement with the NPS with the superintendent of Fort McHenry acting as the coordinating superintendent.²⁶⁴ This dual system of management at first proved to be effective, but in time would become less so, affecting the administration of Fort McHenry.²⁶⁵

In the early 1950s, the small Fort McHenry staff had been marginally increased to include eight permanent positions organized into three separate divisions: Administrative, Interpretative, and Maintenance. The three-person Administrative Division staff maintained cramped offices on the first floor of the Junior Officer's Quarters (Building C). All fiscal matters, including budgeting and contracting, continued to be managed through Gettysburg National Military Park while the Regional Office in Philadelphia supervised all issues regarding personnel and planning.²⁶⁶ The Interpretive

261 Custodian James W. Rader, *Memorandum for the Directory, May 1942*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, June 9, 1942), 2, On file at Fort McHenry NM&HS.

262 Superintendent James W. Rader, *Annual Report for Officials In Charge of Field Areas, 1946*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 1, 1946), 1, On file at Fort McHenry NM&HS.

263 United States. Office of Management and Budget, "The Budget of the United States Government for Fiscal Year Ending June 30, 1949," 552.

264 Superintendent James W. Rader, *Annual Report of Official in Charge of Fort McHenry, 1950*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 6, 1950), 3-4, On file at Fort McHenry NM&HS.

265 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 32.

266 Department of the Interior, National Park Service, "Master Plan Development Outline, Fort McHenry National Monument and Historic Shrine, General Information," i.

Divisions still consisted of a historian, who functioned as the Chief Ranger, and the historical aide. A permanent maintenance man, janitor, and laborer positions comprised the original Maintenance Division. Two seasonal laborers were also employed when funding allowed.

On July 1, 1953, James Rader retired due to illness. Rader's resignation coincided with an end to a lean chapter in the history of the fort and NPS marked by world war and a prolonged period of restricted agency funding and declining infrastructure.²⁶⁷ Park historian Harold Lessem served as temporary acting superintendent until Robert H. Atkinson was appointed superintendent of Fort McHenry a few months later in October 1953.

After Rader's departure, there was a NPS change in administrative policy in regard to the length of tenure future superintendents would serve. Rotation of staff was preferred over lengthy stays in office to ensure the introduction of new ideas and to avoid the creation of administrative "fiefdoms."²⁶⁸ In addition to Robert H. Atkinson (1953-1958), four other individuals would serve as superintendent of Fort McHenry between 1953 and 1970: Walter T. Barrett (1958-1961), George C. Mackenzie (1961-1965), James Haskett (1966-1967), and Walter T. Bruce (1968-1970). Superintendent Mackenzie is notable as first serving as a historian at Fort McHenry before rising in the ranks to superintendent. Also notable for this period was an increase in visitation fees during Superintendent Atkinson's term to 25 cents.

The Mission 66 program (1956-1966) at Fort McHenry provided improvements with regard to the construction of new facilities; however, there were only minimal changes made to NPS staff during this period. Bold proposals in the 1959 *Mission 66 Edition of the Fort McHenry Master Plan* called for an added 18 permanent and seasonal staff positions and the creation of a new Rangers Activities Division to handle the share of traffic control and protective duties at Fort McHenry. These were never implemented.²⁶⁹ Instead more modest additions were instituted in FY 1963 with the superintendent's authorization to create permanent clerk-typist and park guide positions.²⁷⁰ At the close of the Mission 66 program in 1966, Fort McHenry's staff only included 11 individuals, including nine permanent positions and two seasonal employees.

PARK MANAGEMENT IN THE BICENTENNIAL ERA, 1970-1985

The 1970s proved to be a pivotal decade in the development of park operations at Fort McHenry. Albert J. Benjamin (1970-1972) was superintendent at the start of the decade. He and his successor, Superintendent Harry L. O'Bryant (1972-1974), weathered the I-95 Bypass controversy in which the

267 Lary M. Dilsaver, ed., *America's National Parks System: The Critical Documents* (Rowmand & Littlefield Publishers, 1994).

268 Personal communication, Anna von Lunz, 2012.

269 National Park Service, "The Master Plan for Fort McHenry National Monument and Historic Shrine, Mission 66 Edition," 17, 24.

270 Mackenzie, *Annual Narrative Report for Fort McHenry National Monument and Historic Shrine and Hampton National Historic Site*, 3.



Figure 5-3. Superintendent Dennis E. McGinnis, 1979 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

city and state proposed to construct a highway through Locust Point and a high span bridge over the park. Original plans to construct the bridge in 1968 were later changed by the mid-1970s to a tunnel that would run adjacent to the southern boundary of the fort.²⁷¹

Dennis E. McGinnis replaced O'Bryant as superintendent of Fort McHenry in 1974 and stewarded the park through the U.S. Bicentennial (Figure 5-3). The NPS designated Fort McHenry as an Official Bicentennial Site for its association with the writing of the national anthem. Staff was increased considerably in preparation for the numerous ceremonies and events held at Fort McHenry over the course of 1975-1976. The majority of new personnel, however, were students who attended colleges and universities in the vicinity and were hired as seasonal workers to assist with guide duties, fee collection, landscaping, and maintenance rather than full time employees.

These staff increases also included the addition of the first dedicated law enforcement ranger at the park. While the need for professional law enforcement had been recognized earlier, notably in the 1968 Master Plan, the position was originally cast in a dual role providing both protection and interpretation. Security would become a priority at Fort McHenry prior to President Gerald Ford's visit to the site on July 4, 1975 as part of the build up to the Bicentennial celebrations the following year. Ford was the first U.S. president to visit Fort McHenry since President Warren G. Harding attended the dedication of the *Orpheus* memorial on June 14, 1922. Over 3,000 visitors attended the event inside the fort and over 20,000 spent the night on the fort grounds.²⁷² Protective security at Fort McHenry would gain more prominence as presidential visits increased in subsequent decades and the need for more communication between the park and federal and city law enforcement agencies grew. Tom Westmoreland, who brought actual law enforcement training to the job, was the first to serve in this capacity.

Meanwhile, by the late 1960s and early 1970s, extensive storm damage, a growing list of structural stabilization and preservation needs, and incidents of vandalism had begun to overwhelm the Society for the Preservation of Maryland Antiquities volunteer operations at Hampton National Historic Site. Increased reliance on the NPS to mitigate these issues had begun to place a strain on Fort McHenry's administrative and maintenance staff during this decade.²⁷³ On October 1, 1979, the 30-

271 Dilts, "The Road Battle at Fort McHenry," K1.

272 Superintendent Harry L. O'Bryant, *Annual Report, CY 1973* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, n.d.), 2, copy on file, Harper Ferry Center, Center for Media Services.

273 O'Bryant, *Annual Report - 1972 Fort McHenry and Hampton National Historic Site*.

year old Memorandum of Agreement (MOA) between the NPS and the Society for the Preservation of Maryland Antiquities for the operation and maintenance of Hampton National Historic Site was terminated. The NPS assumed full management and operational responsibilities for Hampton with Fort McHenry's Superintendent McGinnis in command. Six seasonal rangers were hired and a host of volunteers were used to provide interpretation and security for the site.²⁷⁴

Juin A. Crosse (later Crosse-Barnes) succeeded Dennis McGinnis as superintendent, becoming the first woman to serve in that capacity at the Fort McHenry and one of the first superintendents in the history of the NPS. Her tenure began in June 1980 and ended in 1985. When she took over, the Fort McHenry operating budget stood at \$525,400; by 1986, it had risen to \$674,200, a 22 percent increase. Visitation also increased by 26 percent during her tenure.²⁷⁵ The afterglow of the Bicentennial and development of the Inner Harbor in Baltimore helped fuel the public's interest in the park. The completion of the Interstate-95 Fort McHenry Tunnel in 1985 would help bring more visitors to its gates.

Between 1980-1986, the major challenge for the administrative staff was the spatial constraints posed by the park's small, outdated facilities. Offices in the Visitor Center basement were small and overcrowded, forcing employees to use rooms in the Star Fort that lacked adequate cooling in the summer months and were ill equipped to serve as a modern workplace environment.²⁷⁶ These difficult circumstances would beleaguer the staff at Fort McHenry for over two more decades.

CONSOLIDATION AND REORGANIZATION, 1985-2000

Karen P. Wade succeeded Crosse-Barnes as superintendent in 1985 and served through 1987, overseeing the park's Administration, while Division Chiefs managed Interpretation (which also included protection) and Maintenance operations (Figure 5-4). Under her short tenure, Wade improved training opportunities for park staff even as Fort McHenry increasingly relied on volunteers and private fundraising efforts coordinated by the park's friends group, the Patriots of Fort McHenry. The park was compelled to raise its entrance fee to one dollar per person in 1986 as a means of offsetting operational budget cuts imposed by Congress and the Reagan Administration.²⁷⁷ With assistance from the Denver



Figure 5-4. Superintendent Karen P. Wade (Left) Greeting Vice President George H.W. Bush, circa 1985 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

274 Bielenberg, *Superintendent's Annual Report*, 17–19.

275 Crosse-Barnes, "Statement for Management, Fort McHenry National Monument and Historic Shrine."

276 Ibid., 18.

277 Tyler, *Fort McHenry National Monument and Historic Shrine 1988 Annual Report*, 4; "National Parks Whiplashed," 6M.

Service Center, park staff also began planning for an update to the 1968 Fort McHenry Master Plan and the expansion of the existing visitor center to address the urgent need for up-to-date administrative facilities.

During this period, Superintendent Wade began the process of streamlining operations between Fort McHenry and Hampton, a process that would continue over the next decades. She consolidated operations of the Maintenance Division in 1986 to serve both Fort McHenry and Hampton. The change was designed to alleviate shortfalls in upkeep that had plagued Hampton since NPS assumed direct management of the site in 1979. Under the new arrangement, all work was coordinated under the Chief of Maintenance, Greg McGuire, with supervisory positions established for grounds and gardens at Hampton, as well as building and utilities. Personnel were to serve at either site depending on priorities and nature of work. The superintendent and site manager of Hampton reviewed and revised operating procedures describing coordination between the two sites.



Figure 5-5. Superintendent John W. Tyler (Left) with NPS Director James M. Ridenour, 1992 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

As part of the consolidation, a supervisory horticulturalist position was established within the Maintenance Division to manage the formal gardens and historic grounds at Hampton National Historic Site. The following year, Paul Bitzel, a native of the Baltimore area, was hired by the NPS to fill the position. His hiring coincided with the release of the *Concept for Facility Development and Landscape Treatment* in 1987 by the Denver Service Center, which contained the first cultural landscape design model for Fort McHenry.

The document addressed a longstanding park policy goal, first articulated in the 1968 Master Plan, which sought to emphasize the historic significance of the Star Fort and flag and discourage casual recreational use in the park. As a result, Bitzel's horticultural responsibilities were expanded to direct implementation of an extensive tree-planting program at Fort McHenry that included over 100 native specimens installed in open areas throughout the park grounds.

Additional changes were made under Wade's successor, John W. Tyler (1987-1996). Tyler's tenure as superintendent of Fort McHenry would be the longest since Rader's departure in the 1950s (Figure 5-5). Personnel losses prompted Tyler to reorganize the Administrative divisions at both Fort McHenry and Hampton in 1989.²⁷⁸

278 Tyler, *Fort McHenry National Monument and Historic Shrine and Hampton National Historic Site 1989 Annual Report*.

New developments in preservation management practices during this period helped to create a different administrative mindset as well. This was reflected in a concerted move toward improved cultural and natural resource management practices at Fort McHenry in the late 1980s and early 1990s. New funding was garnered allowing efforts to properly catalogue museum collections, both archival and archeological, and consolidate historic research materials at Fort McHenry, to move ahead. These efforts were in accordance with the policies first established in *NPS-28: Cultural Resource Management Guidelines* (1980) and the park's Cultural Resource Management plans, which were originally released in 1981 and periodically revised in subsequent years. Between 1980 and 1990, Museum Aide Mary Ridgely managed the park's museum collections on a part-time basis. Accession and protection of collection items had previously been performed as a collateral duty by interpretive rangers at Fort McHenry with occasional assistance from NPS regional staff and museum specialists.²⁷⁹ The new program was successful with progress made through the 1990s. In 1991, Ridgely was seriously injured in a car accident and was replaced in December of that year by Anna von Lunz. Von Lunz had worked part-time at Hampton since 1986 and was originally hired at Fort McHenry as a Museum Technician on a two-year term appointment. Her position was later converted to a permanent, full-time position in 1995.²⁸⁰

As with his predecessors, Tyler was also challenged during his tenure with the chronic operational problems caused by the park's outdated visitor center. In addition, extensive work was required for the rehabilitation of the park's seawall structure and deteriorating brick walls of the Star Fort. A series of private fundraising campaigns, undertaken by the Patriots of Fort McHenry since 1985, had not produced tangible results in the pursuit for an expanded facility or the needed preservation work. With the fort drawing over 600,000 people by the mid-1990s, crowded conditions within the cramped building were limiting the ability of visitors to experience the popular Fort McHenry audio-visual presentation and had begun to seriously impede the park's ability to recruit personnel.²⁸¹

Reorganization of the NPS in 1995 compounded the problems facing Fort McHenry during this time. The reorganization, which sought to streamline operations of the agency through the reduction of regional offices and institution of performance review models, also made changes to NPS compliance policy. All compliance issues that had formerly been managed at the regional level were now delegated through the State Historic Preservation Office (SHP) and the Advisory Council on Historic Preservation (ACHP) to the superintendent of each park. In FY 1997 response to this development, Von Lunz's graded position was advanced to GS-9 Museum Specialist, providing Visitor Services division with greater support for compliance and cultural resource management activities.²⁸² These changes would precipitate the creation of a cultural resources manager position two years later.

279 National Park Service, Northeast Museum Services Center, *Collection Management Plan, Fort McHenry National Monument and Historic Shrine*, 115.

280 Tyler, *Fort McHenry National Monument and Historic Shrine, Hampton National Historic Site, 1992 Annual Narrative Report*, 1; von Lunz, "Personal Communication."

281 "Statement for Management, Fort McHenry National Monument and Historic Shrine," 19.

282 Cook, *Annual Narrative Report of Superintendents and Regional Directors - October 1996 Through September 1997*, 2.

In 1996, Superintendent John Tyler was transferred to the NPS's Washington Support Office (WASO). Kathryn (Kayci) D. Cook (1996-1999) was appointed as his permanent replacement in September of that year. Government shutdowns led to delays in budgetary authorizations for the park; staffing levels and interpretive programs were affected by the shortfalls forcing the park to increase their reliance on volunteer support. Between 1995 and 2000, the park's annual operating budget remained fairly static, increasing only 6.7 percent.²⁸³ Implementation of the fee demonstration program helped to offset these shortfalls. The first full year of fee collection allowed the park to retain \$298,000 in administrative fees slotted for high priority projects such as improving visitor facilities and services and preservation of the buildings at Fort McHenry. Staff began formulating ideas for commemoration of the Bicentennial of the War of 1812 at the park during this time, and 1998 also saw the establishment of two separate work crews within the Maintenance Division – one at Fort McHenry and the other at Hampton.²⁸⁴ This allowed less time spent traveling between sites and gave employees greater ownership in projects.²⁸⁵

This decade was also a period of change and modernization in terms of administration and operations. A key trend was the developing role of Fort McHenry and Hampton as a superintendent training position within the NPS. Management of the two parks allowed young superintendents to hone their skills at two very different but small sites: a military park and a historic house site. What appears to have enabled this development was the existence of a cadre of professional staff whose NPS careers had developed at the park and who had strong institutional memory of its past. An employee such as Greg McGuire who started out at age 17 as a seasonal maintenance man and moved up to become the Chief of Maintenance is an example. Paul Plamann, a longtime ranger, began working as a Park Guide in 1967 and continues to serve as an interpretative ranger at the time of this writing. While interpretive and administrative staff were usually transferred and promoted throughout the NPS system as they gained work experience and skills and their GS level increased, maintenance personnel tended to come from the local Baltimore community, also helping to provide stability in park services.²⁸⁶

FORT MCHENRY OPERATIONS, 2001-2011

The new century at Fort McHenry began under the direction of Laura E. Joss (2000-2004). Permanent staff was reorganized into three operating divisions each managed by a division chief. They were Administration, Visitor Services that included interpretation and law enforcement, and Maintenance. In 2001, Fort McHenry staff included five permanent interpretive rangers, three law enforcement officers, and a museum curator. In addition the park employed eight temporary or seasonal park rangers.²⁸⁷

283 *Superintendent's Annual Narrative Report - 1995, Fort McHenry National Monument and Historic Shrine & Hampton National Historic Site.*

284 von Lunz, "Personal Communication."

285 Cook, *Annual Narrative Report of Superintendents and Regional Directors - October 1997 Through September 1998 (FY 1998).*

286 Bitzel, "Personal Communication."

287 Joss, *2001 Annual Performance Plan for Fort McHenry National Monument and Historic Shrine, Fiscal Year 2000, October 1, 2000 - September 30, 2001.*

The terrorist attacks on September 11, 2001, as well as the Baltimore Harbor Seaport Taxi Accident in 2004, had profound effects on emergency services at the park and its security posture, compelling the NPS to retain more fully trained law enforcement personnel devoted to security. In response to the terrorist attacks, a full-time law enforcement ranger with specialized training to handle new security needs was hired in 2003. On March 6 2004, strong wind gusts from a rapidly moving squall overturned a water taxi pontoon boat operated by Seaport Taxi. The taxi had just disembarked from the Fort McHenry dock and 25 passengers were thrown into the Baltimore Inner Harbor. Rescue personnel from the nearby Naval Reserve Center were the first to respond. Fort McHenry became the center of rescue operations for four days, placing it in the national spotlight. This tragedy highlighted the park's need for stronger emergency protocols, better communication between park and the rescue agencies, and finally an approach for dealing with the media. It became the impetus for the park's development of such protocols.²⁸⁸

In the spring of 2004, Laura Joss was appointed superintendent of Arches National Park in Utah. As superintendent of Fort McHenry and Hampton, Joss had succeeded in restarting a campaign for a new visitor center by securing initial funding sources and completing preliminary planning mitigation for the project. Her replacement, John McKenna, served a brief term before stepping aside due to illness in December 2004. Greg McGuire, Chief of Area Services, served in as acting superintendent of the park for a few months during this transitional period before Gay E. Vietzke (2005-2011), assumed the position of general superintendent of Fort McHenry and Hampton in June 2005.²⁸⁹

At the time of Vietzke's appointment, Fort McHenry maintained 21 full time staff and 19 seasonal employees. During her first year of management, the NPS Business Management Group produced the *Business Plan* for Fort McHenry and Hampton, which analyzed funding trends and re-evaluated core operations. The study placed a renewed emphasis on cultural resource protection and interpretation. Strategies to achieve improved management included recommendations for a fully integrated staff for Fort McHenry and Hampton, the need for a division to manage the significant cultural and natural resources at both sites, and increased investment in park infrastructure.

In 2007, park operations were reorganized according to the *Business Plan* recommendations. The new management structure consisted of the superintendent and a management assistant, an administrative officer, a senior law enforcement officer, and chiefs of maintenance, interpretation, resource management.²⁹⁰ Paul Bitzel was appointed as the division chief of the new Resource Management Division. The division was responsible for all activities associated with the management, preservation, and protection of cultural and natural resources at Fort McHenry and Hampton. These included historic research, restoration efforts, landscape and wildlife management programs, archives and museum collections management, and visitor and resource protection.²⁹¹

288 McKenna, *Fort McHenry National Monument and Historic Shrine, State of the Park Report, Fiscal Year 2004*.

289 Superintendent Gay E. Vietzke, *The Guardian: State of the Park Report, 2005* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2005), 1, copy on file, Fort McHenry NM&HS Library.

290 Vietzke, *Fort McHenry NMHS and Hampton NHS FY2007 Annual State of the Parks*; Bitzel, "Personal Communication."

291 National Park Service Business Management Group, *Fort McHenry National Monument and Historic Shrine and Hampton National Historic Site Business Plan*, 15.

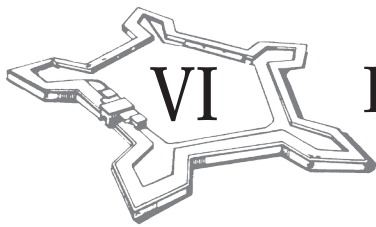
Concurrent with the integration of park operations for Fort McHenry and Hampton, Superintendent Vietzke also supervised preparations for the upcoming Bicentennial of the War of 1812 celebrations and ongoing work involved in the planning, funding, and construction of the new Visitor and Educational Center. Partnership projects, including the Star-Spangled Banner National Historic Trail in 2008 and the Baltimore Heritage Area in 2009 would have a significant impact on operations at Fort McHenry, as staff members played integral roles in their planning and development. Congressional legislation establishing the historic trail and heritage area specified a coordination role for Fort McHenry, which in turn, greatly increased the time and effort dedicated by park staff in providing administrative and planning support for the partner organizations working to make each project a reality.²⁹²



Figure 5-6. Ribbon Cutting for the Fort McHenry Visitor and Education Center, March 3, 2011. From left to right: Maryland 1812 Commission Chair Chip Mason, U.S. Representative Charles "Dutch" Ruppertsberger, U.S. Senator Ben Cardin, Maryland Governor Martin O'Malley, Superintendent Gay E. Vietzke, and Baltimore Mayor Stephanie Rawlings-Blake (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

Superintendent Vietzke's responsibilities in coordinating with various agencies to accommodate presidential and vice-presidential visits to the fort, prepared her for a new role in working with politically connected individuals at the federal, state and local levels to advance the park's goals in constructing the new facility (Figure 5-6). The Visitor and Educational Center was completed in the fall of 2010 and officially opened in the spring of 2011. Along with its modern visitor amenities and spacious exhibit space the new facility answered a decades-long, critical need for consolidated, up-to-date administrative offices.

²⁹² von Lunz, "Personal Communication."



Relationships with the Local Community and Park Partners

This chapter discusses the evolving relationship between Fort McHenry, its partners, and the local community since the park's creation. Viewed as a local community asset as well as a national park, the fort is supported and strengthened by a variety of partnerships that have developed such as the Patriots/Friends of Fort McHenry, as well as other non-profit partnerships.

FORT MCHENRY, LOCUST POINT, AND THE GREATER BALTIMORE COMMUNITY

Fort McHenry and the adjacent community of Locust Point share a long, integrated history extending back almost 200 years. Originally known as Whetstone Point, the City of Baltimore annexed the Peninsula in 1816. Locust Point was renamed in 1845 after the locust trees that grew throughout the once rural area. In the 1820s and 1830s, the encroachment of commercial and residential growth, need for additional space to drill, and the Army's desire to demolish a tavern located on adjacent private land, persuaded the War Department to purchase an additional 26.2 acres of undeveloped land and a portion of the road west of the fort from local property owners.²⁹³

The area rapidly industrialized as a major shipping and immigration center following the completion of the Baltimore & Ohio Railroad line in the early 1850s that connected the deep-water docks in Locust Point to the city's Inner Harbor. German, Polish, and Irish immigrant families, along with native-born, Americans, crowded into small, two and three-story brick and frame row houses built in close proximity to the factories and warehouses lining the harbor waterfront.²⁹⁴ As Locust Point's former rural character quickly receded, the neighborhood's working-class residents began to view Fort McHenry as a park-like destination, valued for its open green space and leisurely walking paths along the shoreline.

In the years after the Civil War, Locust Point's growing population and the public's increased recreational use of the grounds required the Army commanding officers to issue rules prohibiting local sightseers and animals from treading on the fort's sloping earthworks.²⁹⁵ Access to Fort McHenry by the city's larger populace was made possible with the People's Passenger Railway Company's opening of a

293 John Pousson, *Draft Chronology of Events Associated with the Acquisition of the Real Property Comprising Fort McHenry, Baltimore, Maryland, by the U.S. Government*, Draft chronology (Baltimore, Maryland, 2001), 1.

294 Nicholas, Ph.D. Fessenden and Mary Ellen, Ph.D. Hayward, "Locust Point for 350 Years, 1661-2011", 2011, 1-3, <http://www.mylocustpoint.com/portals/0/Documents/LP%20IMMIGRATION.pdf>.

295 Mark Davison and Eliot Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine* (Brookline, Massachusetts: Olmsted Center for Landscape Preservation, 2004), 50-51.

streetcar route from Druid Hill Park and downtown Baltimore to Fort McHenry in August 1879.²⁹⁶ The Seventy-fifth Defenders' Day Anniversary celebrations held 10 years later in 1889 and the Centennial of Fort McHenry in 1894, ushered in a newfound awareness among Baltimore residents of the fort's historic significance and stirred local politicians, patriotic groups, and individuals to first petition the War Department to rehabilitate the aging military reservation.

Following the War Department's closure of Fort McHenry in 1912, the City of Baltimore rallied to save the property from commercial redevelopment. Converted for use as a municipal park in 1914, Fort McHenry served as "the people's playground" and a "green breathing spot" for city residents until the War Department requisitioned the site in 1917 after the nation's entrance into World War I.²⁹⁷ Expanded leisure use of Fort McHenry during this period also coincided with a growing movement to preserve the Star Fort and memorialization of its historic events. During its three years of operation as a public park, men, women, and children played alongside the Star Fort and swam in view of the bronze monument installed in 1914 to honor Lieutenant Colonel George Armistead.



Figure 6-1. WPA Worker Installing New Signs at Fort McHenry, 1940 (Source: Superintendent's Monthly Narrative Report, September 1940, Fort McHenry National Monument and Historic Shrine. Copy on File at the Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

The attempt to strike a balance between a serious, commemorative appreciation of the historic Fort and the long-held view and use of the area as a de-facto park by Locust Point and Baltimore residents would become a source of tension following the designation of Fort McHenry as a National Park in 1925.²⁹⁸ Local criticisms of the War Department had centered on absentee management of the park and failure to adequately renovate the deteriorated Star Fort buildings during its tenure of stewardship between 1925 and 1933. These complaints later gave way to apprehensions over NPS operation of the area, which some found to be too restrictive of public uses.

Signs hung at the entrance gate warned visitors of "No Picnicking, No Playground" on park grounds (Figure 6-1). In 1939, residents further bristled at the NPS's implementation of a 10-cent visitor's fee to enter the Star Fort.²⁹⁹ Fort McHenry played its part during

296 Clayton Colman Hall, ed., *Baltimore: Its History and Its People*, vol. 1 (New York: Lewis Historical Publishing Company, 1912), 548.

297 "City's Flag Over Fort," *Baltimore Sun* (Baltimore, MD, June 28, 1914).

298 *Ibid.*

299 "To Charge Visitors To M'Henry Dime," *Baltimore Sun* (Baltimore, MD, March 27, 1939).

World War II when the park housed U.S. Navy and Coast Guard training facilities on the site. The fort also served as a patriotic and popular symbol for War Bond drives in the Baltimore and mid-Atlantic regions.

The late 1940s brought new questions regarding the proper use of the site. A series of recommendations to improve Fort McHenry that were presented by a former congressional representative from Texas and backed by the members of the Baltimore city government, strongly urged the NPS to remove the admission fee and extend visitor hours during the summer months in order to make Fort McHenry more accessible to local citizens. Other, more fanciful, recommendations included the construction of a bandstand near the seawall and the NPS's allowance of organized picnic and supper parties on the fort grounds.³⁰⁰ The park and its supporters resisted these proposals, with one editorial in the *Baltimore Sun* playfully remarking:

*United States Park Service has, perhaps wisely, made a distinction between recreational parks and historic parks...There is much to be said for keeping hot dogs, paper cups and banana peels out of history. Incidentally, Fort McHenry received enough punishment at the hands of the British to last a lifetime.*³⁰¹

Recreational uses of Fort McHenry, which were considered "inappropriate" by the NPS due to the site's national significance, were addressed with a number of recommendations in the 1968 Fort McHenry Master Plan. To lessen the number of visitors who had no intention of entering the Star Fort or the Visitor Center, proposals called for charging a user fee at the entrance gate, reduced mowing of open fields to discourage ball playing and picnicking on Fort grounds. Park staff began directing these casual users to nearby city parks.³⁰²

This dynamic shifted in the late 1960s and 1970s as the NPS and Locust Point Community reacted to the threats posed to Fort McHenry by the construction of the Interstate 95 Bypass through South Baltimore and the redevelopment of the Inner Harbor. Although plans for an East-West expressway bypass across the Baltimore harbor were first broached during the early 1950s, federal and local commitments to the project were not fully expressed until 1968 with the proposed construction of an eight-lane, two-deck, bridge immediately adjacent to the north boundary of Fort McHenry.³⁰³

Members of the Locust Point Community loudly denounced the plans when they were presented in March 1971. With tones of defiance and employing language that hearkened back to the first campaigns to save Fort McHenry during the early twentieth century, the 1,000-member Locust Point Civic Association (LPCA), under the leadership of Victor and Shirley Doda, owners of a funeral home business in the community, led the local fight against the proposed transportation project, which was championed by Baltimore Mayor Schaefer as a way to promote economic growth. These opponents

300 "Fort M'Henry Changes Urged," *Baltimore Sun* (Baltimore, MD, September 10, 1945).

301 "Fort McHenry Is Good Even As It Now Stands," *Baltimore Sun* (Baltimore, MD, September 11, 1945).

302 National Park Service, "A Master Plan for Fort McHenry National Monument and Historic Shrine" (Office of Resource Planning, Washington, D.C., 1968), 40, copy on file, Fort McHenry NM&HS Library.

303 John B. O'Donnell Jr., "Park Service Opposes High Span Near Fort," *Baltimore Sun* (Baltimore, MD, March 20, 1969), A14.

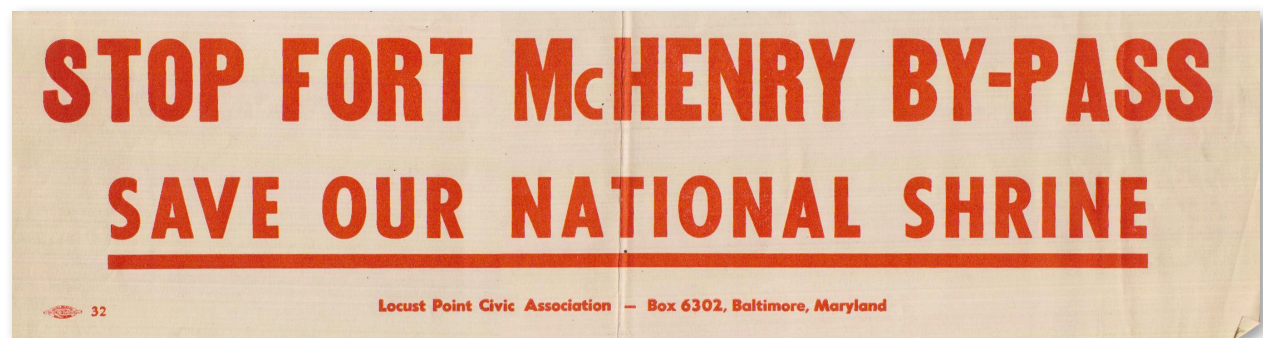


Figure 6-2. Locust Point Civic Association Bumper Sticker Protesting the Fort McHenry Bypass, circa 1972 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

of the bridge, which included clergy, and members of the American Legion among others, cast themselves in the roles as modern defenders of the fort, with the spokesman of the LPCA vowing, “We stand as our forefathers stood – with our backs to the wall – waiting for the battle to come.”³⁰⁴ Many residents and state legislators in Baltimore, and throughout the State of Maryland, likened the road builders to thieves, intent on robbing Americans of the nationally significant monument.³⁰⁵

Over the next three years, the LPCA continued its fight against the bypass, organizing weekly protest marches against City Hall and donating proceeds raised through street festivals to raise money for the anti-bypass campaign (Figure 6-2).³⁰⁶ By 1974, public pressure mounted by the LPCA, compelled highway planners to develop alternate routes for a tunnel concept for I-95 that skirted the northern and southern edges of the fort. Despite reprisals by the Mayor’s Office that stripped Locust Point of city funding for a bus stop and bicentennial parade planning in 1976, the two sides eventually reached a compromise in the conflict, with the LPCA ultimately agreeing to the southern route tunnel plan.³⁰⁷

The \$7.6 million design and engineering contract for the construction of tunnel was eventually let in 1978 and Shirley Doda was later invited at the behest of Mayor Schaefer to attend the June 1980 groundbreaking ceremonies for the project.³⁰⁸ In 1984, a year prior to the completion of the \$825 million Fort McHenry Tunnel, Victor and Shirley Doda were honored for their efforts during a ceremony held at Fort McHenry. The following year, park superintendent Karen Wade held a holiday open house for the Locust Point community in appreciation of their support.³⁰⁹

304 James D. Dilts, “Locust Point Bridge Spurs Angry Debate,” *Baltimore Sun* (Baltimore, MD, March 31, 1971), C12,C22.

305 Frederick J. Hanna, “Fort McHenry Under Fire,” *Baltimore Sun* (Baltimore, MD, April 7, 1972), A14.

306 James Rousmaniere Jr., “City Hall March Faults Road Plan in New Battle of Fort McHenry,” *Baltimore Sun* (Baltimore, MD, April 4, 1973), C28; “Bazar To Aid Fort,” *Baltimore Sun* (Baltimore, MD, June 16, 1971), B2.

307 Donald Kimelman, “Mayor Strikes Back,” *Baltimore Sun* (Baltimore, MD, February 25, 1976), C1.

308 Karen E. Warmkessel, “Tunnel Ceremonies Special for Activist Who Fought City Hall to Standstill,” *Baltimore Sun* (Baltimore, MD, June 19, 1980), D7.

309 Superintendent Juin A. Crosse-Barnes, *Annual Report - 1984 - Fort McHenry*, Superintendent’s Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, January 7, 1985), 8, copy on file, Fort McHenry NM&HS Library; Superintendent Karen Wade, *Annual Report - 1985 - Fort McHenry*, Superintendent’s Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, March 10, 1986), 1, copy on file, Fort McHenry NM&HS Library.

In the years after the tunnel fight, cooperation between the NPS and the Locust Point neighborhood has ebbed and flowed. In more recent years, superintendents Cook, Joss, and Vietzke have taken steps to maintain a relationship with the Locust Point Community Association. The Fort McHenry Guard is a popular fixture at annual Locust Point Star-Spangled Festivals and staff members regularly attend monthly community meetings in the neighborhood.³¹⁰

Nevertheless, other longtime connections have weakened as the neighborhood has undergone a demographic transformation as older residents die or move away and people from outside the area have moved into the community. Heavy industry, which previously defined Locust Point has been replaced over time by new condominiums as part of the continuing redevelopment of the Inner Harbor into a tourism and residential center. Many of the newer residents are young and single who do not plan to start a family in Locust Point, or stay long-term. Unfamiliar with the old traditions of Locust Point, the newcomers often do not fully understand the historic neighborhood's unique relationship that has been forged over time with Fort McHenry.³¹¹

FORT MCHENRY PARTNERSHIPS

The NPS has long encouraged partnerships and volunteerism as a means of building support within local communities, involving the public, and developing a sense of stewardship for the park's cultural, historic, and natural resources. They also serve as important tools for achieving park goals with limited resources – in short, accomplishing more with less. Over the course of its history as a national monument, Fort McHenry has benefitted from partnerships, both formal and informal, with various public agencies at the federal, state, and local levels in addition to generous support that was sporadically provided by non-profit groups and private individuals. The 1968 Fort McHenry Master Plan encouraged park management to “cooperate with outside agencies...to ensure significant visitor use.” However, it was not until the 1990s and 2000s that Fort McHenry showed a true commitment towards developing partnership programs throughout the region. This was part of a concerted effort to provide educational opportunities and raise public awareness in advance of the War of 1812 Bicentennial celebrations.

FEDERAL PARTNERSHIPS

Shortly after the administrative transfer of Fort McHenry from the War Department to the NPS under the Department of the Interior in 1933, the park entered into an agreement with the Public Buildings Administration, the agency that managed the nearby federally-owned buildings adjoining the fort. In exchange for the custodianship duties provided by the superintendent of Fort McHenry for the properties, the NPS received free heating in the Star Fort buildings. This swap of services was estimated to have cost approximately \$10,000 annually. Superintendent Robert Holland found

310 Vincent Vaise, “Personal Communication,” August 2012.

311 “Pace of Gentrification Accelerates at Harbor,” *Baltimore Sun* (Baltimore, MD, May 3, 1999), http://articles.baltimoresun.com/1999-05-03/news/9905010400_1_locust-point-gamble-plant-procter.

that his added responsibilities were a burden on his time. The NPS also questioned if more heat was provided than required. The agreement was later discontinued after the U.S. Navy and U.S. Coast Guard occupied the federal buildings in 1942.³¹²

In the years after World War II, the U.S. Navy Reserve and the USACE occupied the federally-owned properties. Since that time, management at Fort McHenry has maintained a verbal, or “hand-shake,” agreement with the two other federal agencies. This has primarily consisted of the sharing of maintenance equipment, snow plowing of parking lots, and special use of the Naval Reserve Center as an overflow parking area during special events, including presidential visits, and for other support services.³¹³ Other notable partnerships between Fort McHenry and federal agencies have developed in the 1990s and 2000s as the NPS took an active approach towards expanding its relationships and interpretive opportunities beyond the confines of the fort’s grounds.

Smithsonian Institution’s National Museum of American History (1996-2006)

In 1996, Ranger Scott Sheads and Museum Curator Anna von Lunz were asked to serve as representatives from Fort McHenry on a panel of over 50 historians, conservators, and curators to advise the Smithsonian Institution in the preservation of the historic Star-Spangled Banner on display at the National Museum of American History in Washington D.C.³¹⁴ As part of the Star-Spangled Banner Flag Restoration Project and associated exhibit, staff members conducted research and provided copies of documents and artifacts from the park’s collection. This work also contributed toward the development of a documentary video about the subject and the development of educational materials and interpretive programs for the Star-Spangled Banner Flag House in Baltimore, the National Flag Foundation, and the Maryland Department of Education.³¹⁵ Work on the Star-Spangled Banner conservation project began in 1999. It was completed in 2006 at a cost of \$18 million.³¹⁶

Chesapeake Bay Gateways Network (1998 - Present)

Congress authorized the Chesapeake Bay Gateways and Watertrails Network (CBGN) as part of the Chesapeake Bay Initiative Act of 1998 as a NPS-administered partnership program to promote education about the Bay’s ecology and history and foster a conservation ethic for the watershed among both residents and visitors. Coordinated through the NPS Chesapeake Bay Program Office (CBPO) in Annapolis, Maryland, the CBGN partnership includes 170 Chesapeake Bay-related natural, cultural,

312 Supervisor of Historic Sites, “Memorandum for the Director,” 3.

313 Wade, *Annual Report - 1985 - Fort McHenry*, 10.

314 Robert Gee, “Fort McHenry Banner Now Showing Wear and Tear,” *Baltimore Sun* (Baltimore, MD, November 23, 1996).

315 Superintendent Kathryn D. Cook, *Annual Narrative Report of Superintendents and Regional Directors - October 1997 Through September 1998 (FY 1998)* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, February 22, 1999), 4, copy on file, Fort McHenry NM&HS Library.

316 “Smithsonian Completes Star-Spangled Banner Conservation Treatment,” Press Release, *Smithsonian Institution National Museum of American History*, April 12, 2006, <http://americanhistory.si.edu/news/pressrelease.cfm?key=29&newskey=346>.

and recreational sites and programs operated by various local, state, federal, and non-profit agencies in the five-state and District of Columbia watershed region.³¹⁷ Fort McHenry National Monument and Historic Shrine was one of the first participants in the program to support interpretation of the Bay's maritime history.

A Memorandum of Understanding (MOU) was developed between Fort McHenry and the Chesapeake Program Office in February 2001 to formally designate the park as a Gateway site, making it subject to grant funding.³¹⁸ As a new partner in the program in 2001, the park received \$9,000 in CGBN grant money through the Patriots of Fort McHenry for the expansion of its living history program to include additional members of the Fort McHenry Guard representing sailors of the Chesapeake Flotilla who manned various defensive positions during the Battle of Baltimore in 1814.³¹⁹ That same year, CGBN support, along with the National Aquarium in Baltimore, provided for the installation of three wayside exhibits interpreting the ecological function and importance of the tidal wetlands located on state-owned lands abutting the southern boundaries of the fort. In 2002, Fort McHenry was the recipient of \$13,500 in CGBN grants for interpretation of the former 1814 Water Battery. The funding allowed for the installation of two new wayside exhibits and a major exhibit interpreting the Fort's 1814 defense works and weaponry.³²⁰ Additional CGBN funding of \$56,000 in 2003 allowed for Fort McHenry, in partnership with the Maryland Office of Tourism Development, to produce a guide to the Chesapeake Campaign of the War of 1812.³²¹ More recently, Fort McHenry's partnership initiatives within the CGBN and with the Chesapeake Bay Program Office have focused on coordinating activities with the newly developed Star-Spangled Banner National Historic Trail.

Star-Spangled Banner National Historic Trail (1999-Present)

Plans for a designated national historic trail commemorating the Chesapeake Campaign of 1814 originated in the early 1990s. The project was conceived by the Maryland Statewide War of 1812 Initiative, a grassroots collection of historians and regional groups that sought to raise public awareness for the upcoming War of 1812 Bicentennial and petition for the preservation and interpretation of the historic resources associated with those events. Congress enacted the Star-Spangled Banner National

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- 317 "Gateways Network Mission and Vision," *Chesapeake Bay Gateways Network*, 2009, <http://www.baygateways.net/vision.cfm>.
- 318 Superintendent Laura Joss, *Fort McHenry National Monument and Historic Shrine, State of the Park Report FY 2001* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2002), 2, copy on file, Fort McHenry NM&HS Library.
- 319 Superintendent Laura E. Joss, *Fort McHenry National Monument and Historic Shrine State of the Park Report/ Superintendent's Narrative, Fiscal Year 2002* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2002), 3, On File in Fort McHenry Library.
- 320 Superintendent Laura Joss, *Fort McHenry National Monument and Historic Shrine, State of the Park Report, 2003* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2004), 2, copy on file, Fort McHenry NM&HS Library.
- 321 Chesapeake Bay Gateways Network, *National Park Service Awards \$1.3 Million to Chesapeake Bay Gateways Network Sites*, Press Release (Annapolis, MD, August 5, 2003), 3, <http://www.baygateways.net/pubs/pressreleases/2003-press-release-235.pdf>.



Figure 6-3. Star-Spangled Banner National Historic Trail Sign (Source: <http://www.nps.gov/stsp/index.htm>)

Historic Trail Study Act of 1999 as an amendment to the National Trails System Act (Figure 6-3). Introduced by Senator Paul Sarbanes of Maryland, the bill authorized a study and evaluation of proposed routes for the trail that would highlight the British burning of the White House and Capitol in Washington D.C., the Battle of Baltimore, and bombing of Fort McHenry, which inspired Francis Scott Key's authorship of "The Star-Spangled Banner."³²²

Over the next three years, the NPS Northeast Regional Office, along with staff from the National Capital Region Office, Fort McHenry, and the American Battlefield Protection Program held a series of public meetings, historian workshops, and personal interviews to develop consensus among potential stakeholders and partners

in Washington D.C., Maryland, and Virginia regarding the national significance of the proposed trail and the potential for national designation.³²³ Working concurrently with the Star-Spangled Banner National Historic Trail study, Fort McHenry Superintendent Laura Joss initiated a NPS War of 1812 Anniversary Planning Working Group in 2002. The goal of the partnership was to coordinate communications and planning activities among the 18 national parks associated with the war along with local, state, and regional organizations that may also wish to participate in approaching bicentennial activities.³²⁴

In 2004, the Star-Spangled National Historic Trail Feasibility Study and Environmental Impact Statement were released. The report recommended the establishment of non-profit organization that would work in coordination with the federal government, through the NPS, and state and local agencies to jointly plan, develop, and manage the proposed commemorative trail. The routes would consist of a combination of recreational corridors, existing roads, and water trails. Fort McHenry National Monument and Historic Shrine was selected as the lead park unit to assist with administration and coordination of the routes and to provide limited financial assistance for the multi-state project. Initial costs for survey and development of the Star Spangled National Historic Trail were projected at \$1.75 million with additional costs covered by partnering agencies. Annual operating costs were estimated to be \$375,000.³²⁵

322 Candus Thomson, "National Trail of War of 1812 Landmarks Urged," *Baltimore Sun* (Baltimore, MD, December 1, 1999), 1B,4B.

323 National Park Service, Northeast Region Office, "Star-Spangled Banner National Historic Trail Study Briefing Statement" (Department of the Interior, National Park Service, October 2003), copy on file, Fort McHenry NM&HS.

324 Joss, *Fort McHenry National Monument and Historic Shrine, State of the Park Report*, 2003, 3.

325 Department of the Interior, National Park Service, Northeast Region, *Star-Spangled Banner National Historic Trail Feasibility Study and Environmental Impact Statement* (Philadelphia, PA: Northeast Region, National Park Service, 2004), IV, copy on file, Fort McHenry NM&HS.

Four more years of hard work between Fort McHenry and NPS staff in the Chesapeake Bay Program Office, along with numerous state, local, and non-profit organizations were rewarded on May 8, 2008 when President George W. Bush signed legislation into law designating the Star-Spangled Banner National Historic Trail. A press conference was held a month later at Fort McHenry and attended by members of Maryland's congressional delegation to officially announce the designation of the 290-mile commemorative land and water route. Fort McHenry Superintendent Gay Vietzke hailed the new National Heritage Trail as a "huge victory for Maryland as it organizes for the Bicentennial Celebration."³²⁶

The NPS in coordination with the Maryland Office of Tourism Development and State Highway Administration would administer the trail. Following designation, Fort McHenry staff members worked with the NPS Chesapeake Bay Program Office to prepare an Star-Spangled Banner National Historic Trail Advisory Council, coordinate with the Maryland Scenic Byways for those areas of the State's Star-Spangled Banner Byway that overlay the National Historic Trail, and develop website, associated exhibit, and brochure.³²⁷ Development of a Comprehensive Management Plan was initiated in 2010 to set priorities and goals for the future management of the Trail. In 2011, NPS and its public and private partners completed the Interpretive Plan for the Star-Spangled Banner National Historic Trail defining its historic themes and programs.³²⁸

PARTNERSHIPS WITH THE STATE OF MARYLAND

While the Governor of Maryland and State Assembly members acted as prominent supporters both in the drive to secure Fort McHenry as a municipal park in 1914 and later, during the campaign to have it designated as a National Park in 1925, little documentation indicating close levels of cooperation between the state government and the administrative management of the NPS and its predecessor, the War Department, in the subsequent decades of the twentieth century exists. This history appears to have changed with the contentious events that erupted over the State's proposed plans for the Fort McHenry Bridge and later Tunnel, during the 1970s. As the project got under way in the early 1980s, Fort McHenry staff consulted with the Maryland Department of Transportation Authority and other federal and City of Baltimore agencies to mitigate the adverse environmental effects produced by its construction.

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- 326 Superintendent Gay E. Vietzke, *Fort McHenry NMHS and Hampton NHS FY2008 Annual State of the Parks*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2009), 3, copy on file, Fort McHenry NM&HS Library.
- 327 Superintendent Gay E. Vietzke, *Superintendent's Annual Narrative Report, Fort McHenry National Monument and Historic Shrine and Hampton National Historic Site*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2009), 14, copy on file, Fort McHenry NM&HS Library.
- 328 Department of the Interior, National Park Service, "Trail Planning," *Star-Spangled Banner National Historic Trail*, July 2012, <http://www.nps.gov/stsp/parkmgmt/trplanning.htm>.

In the mid-1990s, the NPS partnered with the State of Maryland to provide increased protection both within and beyond the Fort McHenry boundaries. In June 1996, the NPS, under the Department of the Interior, entered into an agreement with the State of Maryland to establish concurrent law enforcement jurisdiction for all 17 NPS administered areas within the State, including Fort McHenry. In effect, this established a partnership between the NPS and the State of Maryland for the joint administration and enforcement of both State and Federal criminal codes within park boundaries.³²⁹

Around this same time, the State of Maryland demonstrated its support of Fort McHenry as it sought to improve the park's infrastructure to handle current and projected future rates of visitation. Heeding requests by the park's partner, the Patriots of Fort McHenry, the Maryland General Assembly authorized approximately \$500,000 in matching grants of state funds to private funds in FY 1997 for the enlargement of the outdated Fort McHenry visitor center.³³⁰ This funding was later raised to \$1.3 million in 2001 as the park began planning to design and build a new facility. In turn, those efforts established a framework for additional cooperative agreements between the NPS and the State of Maryland with regard to planning initiatives for upcoming events associated with the War of 1812 Bicentennial.

Maryland War of 1812 Bicentennial Commission (2007–Present)

The Maryland War of 1812 Bicentennial Commission was established through an Executive Order issued by Maryland Governor Martin O'Malley in September 2007 to plan and coordinate investment in heritage tourism and educational programs supporting the commemoration of the State's role in the War of 1812. Various Commission activities designed to advance these goals included the development of the Star-Spangled 200 marketing campaign by the Maryland Department of Business and Economic, production of a War of 1812 documentary, and using proceeds from the sale of Star-Spangled Banner Commemorative coins produced by the U.S. Mint. As a central partner of the Bicentennial Commission, Fort McHenry Superintendent Gay Vietzke co-chaired the Committee on Education. The park's staff played a central role within the Commission's work committees for Education, Resource Stewardship, and Events in the planning of state-wide commemorative activities, which will start with the Star-Spangled Sailabration, a weeklong maritime event held in June 2012, and will continue through 2014. The NPS also worked with the Commission on the design logo for the Star-Spangled Banner National Heritage Trail.³³¹

329 "RM-9, National Park Service Law Enforcement Manual" (National Park Service, U.S. Department of the Interior, 2009), 19–20.

330 Superintendent Kathryn D. Cook, *Fort McHenry National Monument and Historic Shrine Northeast Field Area Annual Report 1996*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1997), 1, copy on file, Fort McHenry NM&HS Library.

331 Vietzke, *Fort McHenry NMHS and Hampton NHS FY2008 Annual State of the Parks*, 14; Superintendent Gay E. Vietzke, *Superintendent's Annual Report, Fort McHenry National Monument and Historic Shrine and Hampton National Historic Site, FY 2010* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2011), 22, copy on file, Fort McHenry NM&HS Library.

BALTIMORE CITY PARTNERSHIPS

Although the City of Baltimore operated Fort McHenry as a public park over a brief period between 1914 and 1917, the relationship between the municipal government the NPS, and its immediate predecessor, the War Department, was often conducted on an intermittent basis and occasionally subjected to the vagaries of local politics. Cooperation between the NPS at Fort McHenry and the City of Baltimore following the administrative transfer in 1933 was generally limited to coordination and planning for Defenders' Day events and the construction of municipal utility lines through park boundaries during the 1920s and the late 1940s.

Tentative steps at cooperation between Fort McHenry and City Hall began to appear in the 1950s. As the number of visitors to Fort McHenry soared after World War II, Mayor Thomas D'Alesandro directed the city's public works department in 1950 to purchase and install 200 metal route markers along Baltimore streets to guide out-of-town tourists to the park.³³² The following year, the interpretive staff at Fort McHenry first began working with many city and county schools to make guided tours of the Star Fort a main part of the lesson plan for the histories of Baltimore and Maryland. In 1952, the City of Baltimore Board of Education recommended that the Fort McHenry *Historical Handbook*, a 38-page informational booklet written by park historians, be used for local history courses taught at the junior-high school level.³³³

During the late 1960s and early 1970s, the NPS began to work in a more coordinated fashion with city agencies. Local developments and events, including the Inner Harbor redevelopment and construction of the I-95 tunnel, were expected to drastically increased traffic and visitation at Fort McHenry and had a negative impact on the park's operations. In 1973, law enforcement personnel at Fort McHenry began working more closely with the City of Baltimore and the U.S. Marshal's office in Baltimore in preparation for the increased crowd security measures required for upcoming U.S. Bicentennial celebrations.

With a marked increase in the number of presidential visits to Fort McHenry in the 1980s and 1990s, the NPS and the Baltimore Police and Fire departments eventually formalized their previous verbal cooperative agreement through a 1992 MOU, giving the City police powers within fort grounds during emergencies and special events.³³⁴ In the wake of the September 11, 2001 terrorist attacks and the fatal Seaport Taxi accident on March 6, 2004, a new MOU was signed in 2005, renewing the agreement and allowing for continued law enforcement assistance by the city's police and fire departments across jurisdictional lines.³³⁵ Preparation for the War of 1812 Bicentennial has produced additional partnerships and cooperative agreements with the City of Baltimore.

332 "200 Fort McHenry Signs Ordered," *Baltimore Sun* (Baltimore, MD, September 23, 1950), 22.

333 Superintendent James W. Rader, *Annual Report for Official in Charge of Fort McHenry, 1952*, Memorandum (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, June 25, 1952), 5, copy on file, Fort McHenry NM&HS Library.

334 Superintendent John W. Tyler, *Fort McHenry National Monument and Historic Shrine, Hampton National Historic Site, 1992 Annual Narrative Report* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1992), 3, copy on file, Fort McHenry NM&HS Library.

335 Superintendent Gay E. Vietzke, *The Guardian: State of the Park Report, 2005* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2005), 4, copy on file, Fort McHenry NM&HS Library.

Baltimore City Heritage Area and National Heritage Areas (1997-Present)

In anticipation of increased heritage tourism and economic development opportunities associated with the War of 1812 Bicentennial, the Baltimore mayor's office, approached representatives from the NPS Northeast Regional Office (NERO) in 2004 to determine if the Baltimore City Heritage Area had attained a level of national significance to warrant an expanded partnership with NPS.³³⁶ The Baltimore City Heritage Area was originally designated as a Maryland Heritage Area in 1997 and included many of the city's cultural and historic resources in neighborhoods primarily concentrated within a 22-square mile radius around the downtown Inner Harbor. It later became a Maryland Certified State Heritage Area in 2001.³³⁷

NPS staff at both Fort McHenry and the Northeast Regional Office worked as advisors to the Mayor's office to develop a feasibility study and help craft legislation for the potential designation of the city's heritage area as a National Heritage Area (NHA). On March 8, 2009, Congress authorized the Baltimore National Heritage Area (BNHA), making it one of the few, urban NHA's in the United States.³³⁸ Baltimore Mayor Sheila Dixon officially announced the new development in August of that year during a public ceremony held in Fells Point that was attended by U.S. Senator Ben Cardin and a number of Maryland's congressional representatives. Superintendent Gay Vietzke obligated NPS funding for the BNHA's initial activities and members of the Fort McHenry staff acted as the Color Guard for the event.³³⁹

Designation transferred the management of the BNHA from the city to the non-profit Baltimore Heritage Area Association, Inc. with the superintendent of Fort McHenry serving as an executive member of the BNHA Advisory Committee. As a National Heritage Area, the BNHA works to advance preservation and education of the city's historical, cultural, and natural resources through facilitation of public-private partnerships and management of federal, state, and local grants supporting heritage tourism. Since designation, the BNHA and the staff at Fort McHenry have partnered together on a number of joint programs and events, including the creation of the heritage area's website, planning for the upcoming bicentennial of the War of 1812, and developing interpretive panels in the park's new Visitor and Education Center highlighting the city's history and War of 1812 attractions.³⁴⁰

336 Superintendent John McKenna, *Fort McHenry National Monument and Historic Shrine, State of the Park Report, Fiscal Year 2004* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2004), 8, On File in Fort McHenry Library.

337 Department of the Interior, National Park Service, "Baltimore National Heritage Area Management Plan Overview" (National Park Service, 2012), 1, <http://parkplanning.nps.gov/document.cfm?parkID=484&projectID=31453&documentID=47137>.

338 Edward Gunts, "Parts of Baltimore Designated As National Heritage Area," *Baltimore* (Baltimore, MD, August 24, 2009), http://articles.baltimoresun.com/2009-08-24/business/0908230068_1_national-heritage-area-area-designation-baltimore.

339 Vietzke, *Superintendent's Annual Narrative Report, Fort McHenry National Monument and Historic Shrine and Hampton National Historic Site*, 2.

340 Baltimore National Heritage Area, *Baltimore National Heritage Area 2011 Year in Review* (Baltimore, MD: Baltimore National Heritage Area, 2011), 5, http://www.nps.gov/balt/parkmgmt/upload/BNHA2011YIR_finalweb.pdf.

The City of Baltimore also proved to be an instrument in helping Fort McHenry build a sorely needed Visitor and Education Center, committing \$1.3 million in 2008 towards the new facility's design and construction. More recently, operations began in June 2012 on the Charm City Circulator Banner Route, a free public transit bus service established through a partnership between the NPS and the Baltimore Department of Transportation. Funded through a \$1.6 million grant from U.S. Department of Transportation, the Charm City Circulator Banner Route is expected to provide transit assistance for the record number of tourists expected to attend the upcoming War of 1812 Bicentennial celebrations at Fort McHenry.³⁴¹

NON-PROFIT PARTNERSHIPS

Local patriotic groups and individuals who had been core supporters in the campaign to designate Fort McHenry as a national monument in 1925 also acted as the park's earliest benefactors. In 1935, the Society of the War of 1812 facilitated the NPS's restricted purchase of the E. Berkley Bowie Firearms Collection, an assortment of over 500-small arms dating from the eighteenth through the early twentieth centuries. The collection, placed on permanent exhibit within the Star Fort barracks, formed the basis of Fort McHenry's nascent museum program. The following year, the United States Society of Daughters of the War of 1812, under the leadership of the indomitable Mrs. Reuben Ross Holloway, donated a number of early American furniture pieces to furnish rooms in the Commanding Officer's Quarters (Building A).³⁴² Mrs. Holloway made additional contributions to Fort McHenry's museum collection with the donation in 1938 of her personal papers chronicling her drive to make "The Star-Spangled Banner" the official national anthem along with her and John W. Ferrell's gift of the mural "Tis the Star-Spangled Banner" to the park in 1939.³⁴³

As the NPS began to take on a more active role in the development of its collections and interpretive programs at Fort McHenry during the 1940s and 1950s, the informal partnerships with these organizations waned considerably. Superintendent's annual reports from this period only makes mention of groups like the Maryland Yacht Club, who assisted in the annual Defenders' Day celebrations, and the Society for the Preservation of Maryland Antiquities, the on-site managers of Hampton National Historic Site. In the late 1950s, some local citizens sought to return the reconstructed *USS Constellation* to Baltimore, permanently berth the vessel at Fort McHenry, and manage it as a tourist attraction; however, these plans were never realized and the ship was eventually docked in the Inner Harbor area.

341 Jacques Kelly, "Circulator Bus Grows, Attracts Mix of Riders," *Baltimore Sun* (Baltimore, MD, June 1, 2012), http://articles.baltimoresun.com/2012-06-01/news/bs-md-ci-kelly-circulator-20120601_1_charm-city-circulator-circulator-bus-free-bus.

342 Superintendent George A. Palmer, *Superintendent's Annual Report, 1935-36, Fort McHenry National Park*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 7, 1936), 4-5, copy on file, Fort McHenry NM&HS Library.

343 Superintendent Robert P. Holland, *Superintendent's Annual Report, July 1, 1938 to June 30, 1939, Fort McHenry National Park*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, October 2, 1939), 5, copy on file, Fort McHenry NM&HS Library.

Formation of the popular Tattoo program in 1965 and cooperative recommendations included in the 1968 Master Plan showed a new interest by the administration at Fort McHenry in fostering partnerships with academic institutions and private groups in Baltimore. Implementation of the Volunteers-In-Parks (VIP) program at Fort McHenry in the 1970s and the creation of the Fort McHenry Guard and Patriots of Fort McHenry in the 1980s strengthened these efforts as the NPS, beset by declining budgets and staffing shortages, increasingly relied on volunteer support and private fundraising assistance.

The Fort McHenry Tattoo (1965- Present)

Originally co-sponsored under a Cooperative Agreement between the NPS and the Baltimore Chamber of Commerce, the Fort McHenry Tattoo, also referred to as the Fort McHenry Military Ceremony, was first performed on the Parade Ground of the Star Fort on Thursday evening on June 28, 1965. Presented by the U.S. Marine Drum and Bugle Corps and Drill Team from the Marine Barracks at Fort Meade in Anne Arundel County, Maryland, the program consisted of a typical military tattoo dating from the 1814 period and conducted under the U.S. Drill Regulations of 1812 (Figure 6-4). The Marine Corps performed the weekly, 30-minute ceremonies throughout the summer season. NPS superintendents and directors, high-ranking military officers, politicians, and local celebrities or sports figures were often selected as Honorary Colonels for each presentation.



Figure 6-4. U.S. Marine Corps performing a Summer Tattoo Ceremony at Fort McHenry, circa 1980 (Source: National Park Service, Harpers Ferry Center, Charles Town, WV).

The Fort McHenry Tattoo was immediately popular with both the visiting public and NPS staff, despite the increased planning and staff required for each presentation. Superintendent George Mackenzie exclaimed, “we believe we pioneered in the establishment of a new and distinctive type of program, which may well have possible application in other areas of the Service.”³⁴⁴ The Marine Drum and Bugle Corps and Drill Team and Tattoo Ceremony were prominently employed as part of the series of Bicentennial-related events held at Fort McHenry from 1974- 1976.³⁴⁵

In the years after the Bicentennial, Marine Corps involvement in the program was reduced to allow for inclusion of other military service branches. In August 1979, the program’s 14-year association with the Marines was broken when the U.S. Coast Guard Band and Drill Team from New London, Connecticut performed the ceremony. The following year, the Fort McHenry Tattoo was presented by all four branches of the military for the first time.³⁴⁶ Uniformed staff and volunteers donning 1814-period equipment and uniforms augmented the tattoo presentation following the creation of the Fort McHenry Guard in 1982. The ceremonies also began to include Civil War living history interpretation in the early 1990s. Even though the number of presentations was reduced to three or four per season during the 1990s and 2000s, considerably lower than the standard 10 or 11 programs offered during the 1960s and 1970s, the Fort McHenry Tattoo continues to be a very popular draw for the park, often attracting between 1,000 and 2,500 visitors.³⁴⁷

Volunteers-In-Parks (1973-Present) and the Fort McHenry Guard (1982-Present)

Enacted by Congress in 1970 under Public Law 91-357, the Volunteer-In-Parks (VIP) program was developed by the NPS as a means of accepting voluntary help from individuals and organizations in a manner that would be mutually beneficial for both parties.³⁴⁸ The VIP program was inaugurated at Fort McHenry in 1973 with 19 volunteers participating in living history interpretation of the 1814 period during the Defenders’ Day celebrations and decoration of Star Fort buildings during the Christmas season.³⁴⁹ Other volunteers assisted with Visitor Services duties, education, historical research, and maintenance. Service opportunities expanded at Fort McHenry in the 2000s as VIPs assisted with

344 Superintendent George C. Mackenzie, *Submission of the Superintendent’s Annual Report*, Superintendent’s Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, June 7, 1966), 2, copy on file, Fort McHenry NM&HS Library.

345 Maryland Bicentennial Commission, *Maryland Bicentennial Commission, Minutes of the forty-Fourth Meeting*, May 16, 1974, 2; National Park Service, *Special Events: 1976 Season, Fort McHenry National Monument and Historic Shrine, 2nd Update* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, November 4, 1975), 1–2, RG 452, Records of the American Revolution Bicentennial Administration, Monthly Reports, National Archives and Records Administration, Philadelphia, PA.

346 Acting Superintendent Warren E. Bielenberg, *Annual Reports of Superintendents and Regional Directors, 1980*, Superintendent’s Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, March 11, 1981), 7, copy on file, Fort McHenry NM&HS Library.

347 Superintendent John W. Tyler, *Fort McHenry National Monument and Historic Shrine, Hampton National Historic Site 1993 Annual Narrative Report* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1994), 3, copy on file, Fort McHenry NM&HS Library; Superintendent Gay E. Vietzke, *Fort McHenry NMHS and Hampton NHS FY2007 Annual State of the Parks*, Superintendent’s Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2008), 8, copy on file, Fort McHenry NM&HS Library.

348 The National Park Service, “Volunteer,” *Nps.gov*, 2012, <http://www.nps.gov/gettinginvolved/volunteer/index.htm>.

349 O’Bryant, *Annual Report, CY 1973*, 3–4.

cleanup efforts in the neighboring tidal wetlands area, living history interpretation, planning and operation of special events, and presentations of off-site programs at schools, museums, and local community organizations. In 2005 alone, volunteers donated 27,522 hours to the park, an equivalent of 13 full-time employees over the year.³⁵⁰

Patriots of Fort McHenry/Friends of Fort McHenry (1984-Present)

The Patriots of Fort McHenry, Inc. was organized in 1984 as a tax-exempt, non-profit foundation to assist the NPS at Fort McHenry as it grappled with limited funding, increased visitation, and mounting financial challenges associated with its antiquated and overcrowded Visitor Center and the deterioration of the historic seawall structure and Star Fort. Primarily comprised of a group of local businessmen and civic leaders, the Patriots were headed by Walter D. Hyle, Jr., the first president of the organization and an adjunct of the Disabled American Veterans of Maryland. The group would become the main fundraising partner for the NPS at Fort McHenry, financially supporting the park through special events, fundraising, and educational and promotional activities.

In 1984, the group enlisted former Baltimore Colts quarterback Johnny Unitas to assist with a national fund drive to raise \$6.8 million in private donations for a host of improvements at the park, including an enlargement of the existing visitor center, rebuilding of the Civil War battery, and preservation and stabilization of the seawall and Star Fort walls.³⁵¹ The following year, the Patriots of Fort McHenry raised their initial monetary target to \$27 million in the hope of financing the restoration of the 1814 batteries, funding additional archeological studies at the fort and supporting the Fort McHenry Tattoo and Guard programs, as well as improving educational publications.³⁵²

The Patriots of Fort McHenry proved to be successful in raising money for some projects, including the replacement of the damaged Fort McHenry flagpole in 1989; purchasing and maintenance of Fort McHenry Guard uniforms and equipment; and development of various educational outreach and lesson plan programs. Yet by the mid-1990s, the group remained far short of its goal in reaching \$27 million in donations. Between 1993 and 1995, the Patriots redoubled their efforts, announcing a new \$5.5 million drive for a new visitor center and hiring a full-time fundraising manager. Despite securing a commitment from the Maryland General Assembly for \$500,000 in matching bonds towards construction of an expanded visitor facility at Fort McHenry, strains developed at this time between the Patriots of Fort McHenry and NPS administration due to concerns over the general lack of progress made by the group during its capital campaign.³⁵³

350 Superintendent Laura E. Joss, *Annual Narrative Reports of Superintendents of Fort McHenry National Monument and Historic Shrine, Fiscal Year 2000* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, September 2000), 2, On File in Fort McHenry Library; Vietzke, *The Guardian: State of the Park Report, 2005*, 3.

351 Sheridan Lyons, "New Local Group Seeks to Repair Fort McHenry," *Baltimore Sun* (Baltimore, MD, September 24, 1984), 1D,3D.

352 Walter D. Hyle, "Background Information, Patriots of Fort McHenry" (Patriots of Fort McHenry, 1985), 2-3, copy on file, Fort McHenry NM&HS.

353 Superintendent Kathryn D. Cook, "To the Director, National Park Service, Attention: Associate Director for Cultural Resources Stewardship and Partnerships," Memorandum, April 2, 1998, copy on file, Fort McHenry NM&HS Library.

In 1996, the Executive Director of the Patriots quit and the board split into two factions unable to agree on the direction of the organization and its proper role in support of the NPS and Fort McHenry. To better serve the park's fundraising and educational objectives, the larger faction within the Patriots of Fort McHenry finalized a merger in 1998 with the Living Classrooms Foundation (LCF), a Baltimore non-profit education organization, to form the Patriots of Fort McHenry, Inc. The lengthy merger, which hampered the group's activities over this period, resulted in several new members joining the board for the Patriots and drafting of a new MOA between the park and the group.³⁵⁴

In 2001, the ongoing campaign for the enlargement and renovation of the existing visitor center was halted and the NPS began planning for the construction of an entirely new facility. In pursuit of this goal, the Patriots of Fort McHenry worked in 2005 with the Maryland Congressional Delegation to secure an \$11 million earmark for the new Visitor and Education Center. The group also petitioned the Maryland General Assembly and City of Baltimore to contribute an additional \$1.3 million each in matching bonds. In an effort to remove its martial connotations and more accurately represent the group's mission, the name of the Patriots of Fort McHenry was changed to the Friends of Fort McHenry in 2006 (Figure 6-5).



Figure 6-5. Friends of Fort McHenry Logo
(Source: www.nps.gov).

Dissention between the Friends Group and the administration at Fort McHenry reemerged in 2007 with the departure of the Friends of Fort McHenry director. This time the problems revolved around perceptions held by some members of the non-profit that it was exempt from certain NPS policies, greater attention to the revenue-generating activities of the LCF's Baltimore Maritime Museum and National Historic Seaport at the expense of those supporting Fort McHenry, and questions involving the use of raised funds.³⁵⁵ In 2008, Kathleen Kreul became the new director of the Friends of Fort McHenry. The partnership group remained an affiliate of LCF but was reorganized according to a traditional NPS Friends Group model. To improve lines of communication, the group's office was housed on-site at the fort and Kreul set about rebuilding the Friends' membership lists and recovering existing organization files.³⁵⁶ In FY 2009, a new formal agreement and mutual work plan was put into place between the Friends of Fort McHenry and the NPS.

354 Kayci Cook Collins, "Patriots of Fort McHenry," *Partnerships*, August 3, 2003, http://www.nps.gov/partnerships/patriots_of_fort_mchenry.htm.

355 Ibid.

356 Vietzke, *Fort McHenry NMHS and Hampton NHS FY2007 Annual State of the Parks*, 3.

Since that time, the Friends of Fort McHenry has renewed its focus on the development and support of educational programming, living history interpretation, and new interpretive exhibits at Fort McHenry. These activities include the Fort McHenry Experience and Young Defenders Day, two curriculum-based educational programs for Baltimore City Schools, planning and living-history public programming for the annual Star-Spangled Banner Weekend celebrations. The latest initiative is “200 for 200,” which allows underserved schools to make an educational visit to Fort McHenry each year of the Bicentennial. Continued fundraising initiatives by the Friends of Fort McHenry are procured with the assistance of individuals, businesses, and non-profit foundations.³⁵⁷

The Greater Baltimore History Alliance (1988- Present)

Established by the Mayor’s Task Force in 1988, to promote local, multi-cultural heritage in Baltimore through “community services and educational programs,” the Greater Baltimore History Alliance (GBHA) is a collaboration of 52-member organizations located throughout the city, including museums and historic sites.³⁵⁸ Superintendent John Tyler was one of main individuals behind the establishment of the Alliance and his successors, Laura Joss, Kayci Cook, and Gay Vietzke, worked to strengthen the park’s association with the GBHA throughout the 1990s and 2000s. Fort McHenry superintendents have often served on the GBHA Board of Directors and park management has consistently attended the group’s monthly meetings.³⁵⁹

Along with Hampton National Historic Site, the GBHA also includes: the Baltimore National Heritage Area; the Flag House & Star-Spangled Banner Museum; the Maryland Historical Society; the National Historic Seaport; and the Baltimore & Ohio Railroad Museum. All of these groups have developed or strengthened their independent relationships with Fort McHenry during the 1990s and 2000s. Park superintendents have often served on the Executive Board of the Flag-House Star-Spangled Banner Museum. As the War of 1812 Bicentennial approaches, the Maryland Historical Society and Fort McHenry have solidified a long-standing relationship between the two organizations. The Society loaned the original manuscripts of “The Star-Spangled Banner” for a temporary, six-month exhibit in the new Visitor Center facility and the fort reciprocated by loaning a replica six-pound field cannon.

Pride of Baltimore (1977-1986), Pride of Baltimore II (1988-Present)

The relationship between the two replica tall ships and Fort McHenry developed over the years into an informal partnership, each assisting the other in interpretive and maintenance activities. The original *Pride of Baltimore* sank in May 1986, resulting in the loss of four lives. Services for the ship and her crew were held at Fort McHenry later that month and attended by hundreds of friends,

357 Friends of Fort McHenry, “About Us,” *Friends of Fort McHenry*, 2012, <http://www.friendsoffortmchenry.org/about.html>.

358 Greater Baltimore History Alliance, “About the Greater Baltimore History Alliance”, 2010, <http://www.baltimoremuseums.org/about/index.shtml>.

359 Tyler, *Fort McHenry National Monument and Historic Shrine, Hampton National Historic Site 1993 Annual Narrative Report*, 1.

dignitaries, and the surviving crew. Fort McHenry entered into a formal Cooperative Agreement with the *Pride of Baltimore II* lending staff support as a means of expanding interpretation of the War of 1812 at the park and onboard the vessel.³⁶⁰ More recently, dredging of the water taxi harbor by the City of Baltimore in 2012 has allowed for improved access by the *Pride of Baltimore II* to attend events held at Fort McHenry held in conjunction with the Bicentennial of the War of 1812 from 2012 through 2015.³⁶¹

Tidal Wetlands Partnership (1997-Present)

In 1997, NPS staff at Fort McHenry received a grant that led to a partnership with the National Aquarium in Baltimore (NAIB) and the State of Maryland and an ongoing program for the volunteer cleanup, restoration, and research of a state owned 10-acre tidal wetland located adjacent to the southern boundary of the park. The State of Maryland Department of Transportation had created the man-made wetland in 1982 as part of the environmental mitigation (compensatory restoration) for the construction of the Fort McHenry Tunnel. With no maintenance plan in place following the completion of the tunnel in 1986, the area routinely became filled with debris.

NPS Horticulturalist Paul Bitzel prepared the initial grant under Chief of Maintenance, Greg McGuire. The funding helped create and develop the partnership with the NAIB. Cleanups of the tidal marsh were performed on a quarterly basis. Other work included developing an inventory of plants, bird species, and types of debris deposited in the marsh. The Aquarium Conservation Team (ACT!) and Fort McHenry maintenance staff originally joined with private companies such as Walmart and Unilever, as well as community volunteer groups to donate both money and volunteer hours toward the project. Other active private and public partners have included: Morgan State University; the Baltimore Bird Club; Steinweg Baltimore; the Maryland Port Administration; REI, Royal Bank of Canada; Constellation Energy; the Maryland Environmental Trust; and Toyota.³⁶²

By 2001, Fort McHenry had entered into a formal Cooperative Agreement with the NAIB to support education and research activities associated with the restoration of the wetlands.³⁶³ Cleanups were also coordinated in September of each year in support of National Public Lands Day and the International Coastal Cleanup. In addition, Jim Peters and other dedicated volunteers with the Baltimore Bird Club offered group tours, developed educational brochures, recorded data, and monitored bird species in the area.³⁶⁴

360 Joss, *Fort McHenry National Monument and Historic Shrine, State of the Park Report FY 2001*, 2.

361 U.S. Army Corps of Engineers, Baltimore District, *Public Notice In Reply to Application Number CENAB-OP-RMN (National Park Service/Ft. McHenry/Dredging) 2012-60134-M02* (Baltimore, MD, 2012).

362 "Volunteers Clean up Fort McHenry Wetland," *Waterblog*, October 27, 2011, <http://nationalaquarium.wordpress.com/2011/10/27/volunteers-clean-up-fort-mchenry-wetland/>.

363 The National Aquarium in Baltimore and Department of the Interior, National Park Service, "Cooperative Agreement Between the United States Department of the Interior, National Park Service and the National Aquarium in Baltimore", June 2001, copy on file, Fort McHenry NM&HS.

364 Joss, *Fort McHenry National Monument and Historic Shrine, State of the Park Report, 2003*; Mary Helen Sprecher, "Getting a Birdwatcher's Eye View of Wildlife in the fort," *The Baltimore Guide* (Baltimore, MD, September 25, 2002).

Through the partnership with the National Aquarium and the Chesapeake Bay Gateways Network; a State Wetlands and National Oceanic and Atmospheric Administration (NOAA) Field Station; and a small nature trail were dedicated during a ribbon cutting ceremony in June 2002. Three scenic overlooks installed along the trail included wayside exhibits to interpret the ecological importance and role of the marsh. In recognition of his work in establishing the wetlands partnership project, Greg McGuire was presented with the Maintenance Employee of the Year award on behalf of the NPS Regional Director.³⁶⁵ The following year, Jim Peters became the first recipient of the NPS's George B. Hartzog Award for Outstanding Volunteer Service.³⁶⁶

In September 2003, Hurricane Isabel struck the mid-Atlantic Region, clogging it with debris. Over late winter and early spring of 2004, resource management volunteers with the National Aquarium and the Fort McHenry Maintenance Division conducted a large cleanup and restoration effort of the area through a \$200,000 grant from the State managed by NAIB and with assistance from the Maryland Port Administration, the NOAA, and the U.S. Geological Survey. The wetlands site was redesigned to improve tidal flushing, allow for greater fish and wildlife access, and to remove invasive vegetation (Figure 6-6).³⁶⁷ Extensive bird monitoring statistics collected by the Baltimore Bird Club were forwarded to the U.S. Fish and Wildlife Service.³⁶⁸



Figure 6-6. Restoration of Wetlands near Fort McHenry, 2003 (Source: [www. http://celebrating200years.noaa.gov](http://celebrating200years.noaa.gov)).

365 Gerard Shields, "Fort McHenry Marsh Dedicated as Exhibit," *Baltimore Sun* (Baltimore, MD, June 24, 2002).

366 Mary K. Zajac, "The Watchman," *Urbanite* (Baltimore, MD, September 1, 2009), <http://www.urbanitebaltimore.com/baltimore/the-watchman/Content?oid=1245115>.

367 National Oceanic and Atmospheric Administration, "Fort McHenry Wetlands Restoration Project," *Tides & Currents*, 2005, <http://tidesandcurrents.noaa.gov/ftmchenry.html>.

368 Vietzke, *Fort McHenry NMHS and Hampton NHS FY2007 Annual State of the Parks*, 8.

The Fort McHenry tidal wetlands have since become an integral site within the NPS Chesapeake Bay Gateways Network (CBGN). It has helped to broaden interpretation at Fort McHenry to include environmental awareness and stewardship. The collaboration with the National Aquarium continues to be one of the most noteworthy and successful partnerships maintained by the park over the past two decades.

Living Classrooms Foundation (1998-Present)

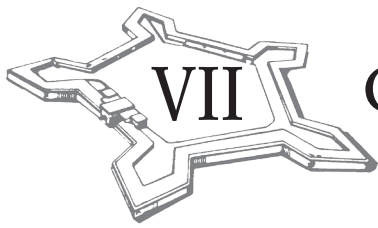
Fort McHenry's partnership with the LCF was established under Superintendent Kayci Cook as part of the merger of the fractured Patriots of Fort McHenry with LCF in 1998.³⁶⁹ The LCF was founded in 1985 as a Baltimore and Washington D.C.-based educational non-profit organization with an emphasis on providing learning programs based on direct experience. The park's partnership with LCF coincided with the non-profit's start of operation of a Seaport Taxi service, which linked Fort McHenry to the Baltimore National Historic Seaport, a collection of 15 maritime-related attractions located along the Inner Harbor promenade, which included the *USS Constellation*, the *USS Lightship Chesapeake*, the *USS Torsk* submarine, and the Baltimore Maritime Museum.³⁷⁰

Following the Seaport Taxi accident in March 2004, LCF discontinued its taxi business. Many of the attractions comprising the Baltimore National Historic Seaport have since been merged into successor organizations still operated by LCF, including Historic Ships in Baltimore and the Frederick Douglass-Isaac Myers Maritime Park. The most recent cooperative agreement between Fort McHenry and LCF involves Project SERVE (Service-Empowerment-Revitalization-Volunteerism-Employment). The program, which started at Fort McHenry in 2010, provides vocational skills for inner-city youth by park staff in masonry work, grounds rehabilitation, material restoration, and landscape maintenance. An affordable alternative to using paid staff or private contractors while providing valuable, on the job training, the Project SERVE Program has been viewed as mutually beneficial by both the NPS and the LCF organization.³⁷¹

369 Cook, *Annual Narrative Report of Superintendents and Regional Directors - October 1997 Through September 1998 (FY 1998)*, 15–16.

370 Tom Pelton, "Waterfront Project to Showcase City's Maritime History," *Baltimore Sun* (Baltimore, MD, April 15, 1999).

371 Living Classrooms Foundation, "Project SERVE/Re-Entry Program", 2012, http://www.livingclassrooms.org/employ_project.html.



Cultural and Natural Resource Management Activities

The 1925 legislation establishing Fort McHenry as a National Park called for the “restoration” of the fort and its preservation as a “national memorial shrine as the birthplace of the immortal song “The Star-Spangled Banner.” Since that time, park managers working first under the direction of the War Department and later, the NPS, have attempted to fulfill those mandates, weighing decisions regarding development of the area with the responsibility for the preservation, rehabilitation, and selective restoration of the historic Star Fort and its associated resources, including museum collections, archeological sites, and the cultural landscape. Over time, methods and philosophies have evolved to reflect changes in NPS policies and guidelines that inform best practices in the emerging field of cultural resource management.

CULTURAL RESOURCE MANAGEMENT HISTORY AT FORT MCHENRY

Under the War Department’s eight-year stewardship of Fort McHenry from 1925-1933, the appearance of the Star Fort and attendant grounds was radically transformed from the labyrinthine network of buildings that had been built on the grounds during its previous use as a World War I hospital facility. While the stated directive of the Army was to restore Fort McHenry and its grounds to its appearance conforming to the historic events of 1814, work during this period was often hampered by sporadic budgeting and suffered at the outset from a failure to develop an accurate and detailed plan based on historically documented research. As a result, subsequent repair of the Star Fort buildings and grounds generally proceeded on an unsystematic basis.³⁷²

Despite Fort McHenry’s status as a federally designated and protected National Park, the War Department largely ignored requirements in the Antiquities Act of 1906 (16 USC 431–433), which prohibited the disturbance or removal of cultural resources on the historic site. Clearance and removal of the hospital buildings over the course of 1925 and 1926 resulted in the demolition of a number of the fort’s nineteenth-century buildings, including the former hospital and stable that both dated to the 1814 bombardment. Other significant buildings, including the pre-Civil War stables and the 1879 Chapel, were also lost. Extensive grading and filling operations indiscriminately buried the foundations of historic period buildings and substantially damaged or destroyed defense works and archeological resources.³⁷³

372 Harold I. Lessem and David A. Kimball, “History of Fort McHenry as a National Monument and Historic Shrine” (Baltimore, Maryland, 1954), 27–28.

373 Charles D. Cheek, Joseph Balicki, and John Pousson, “*On the Shore Dimly Seen...”: An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland* (Alexandria, Virginia and Baltimore, Maryland: John Milner Associates, Inc. and Fort McHenry National Monument and Historic Shrine, 2000), 22, copy on file, Fort McHenry NM&HS Library.

Subsequent restoration work under the War Department's supervision was also loosely grounded in the historical record. Reconstructions of the Junior Officer's Quarters, building porches, and the main entrance gate were mistakenly based on the 1830s design of the fort after it had been extensively modified with a number of Second System fortification enlargements.³⁷⁴ Installation of modern utility lines through the grounds; demolition of the colossal 1870s water battery in 1929; and construction of a visitor parking lot immediately adjacent to the Star Fort, further diminished the historic integrity of the site.

With the administrative transfer in 1933, expectations were raised among the public and within the NPS itself for improved research, interpretation, and management practices at Fort McHenry. Anticipating the influx of a number of historical areas into the National Park System, the Director's Office created the Historical Division in 1931 within the Branch of Research and Education to support and develop policies and methods for preservation and development within the NPS. In practice, early superintendents at Fort McHenry maintained many of the rehabilitation and restoration practices established by their predecessors in the War Department, while continuing to overlook federal preservation policies regarding the site's archeological and historic resources.³⁷⁵ With the sudden flood of New Deal funding at Fort McHenry in 1934, the NPS Headquarters office exerted pressure on park superintendents to expend their allocated budget for each fiscal year.³⁷⁶ Despite passage of the Historic Sites Act in 1935, which enlarged the Service's ability to conduct historic preservation activities and established a "national policy" for the federal management and use of historic properties of national significance, management at Fort McHenry appeared to be more concerned with the quantity and scope of repair projects, often at the expense of the park's cultural resources.

Over the next six-and-a-half years, local crews of semi-skilled and unskilled laborers engaged in a continuous succession of selective rehabilitation and repair projects at the site. While these New Deal-funded public works produced noticeable aesthetic improvements, they also resulted in considerable damage to the historic fabric of the Star Fort. Workers removed a portion of the Sally Port ramp and bastion to facilitate automobile access to the parking lot and the masonry was thrown into the Patapsco River for use as riprap. Installation of underground utility lines resulted in the removal of a large portion of an original breast-height wall. Fort Avenue, an original landscape feature of the site, was paved with modern asphalt, while loose surface walkways and circulation trails were replaced with brick. Most detrimental was the use of Portland cement and improper mortaring techniques for the repair of the brick of the Star Fort buildings and walls. The hardness of the modern mortaring compound trapped water in the historic brick, causing the masonry to fail over time. NPS historians would later remark that the NPS's treatment of historic fort sites like Fort McHenry during this period was "no better than vandalism."³⁷⁷

374 Lee H. Nelson, *An Architectural Study of Fort McHenry*, Historic American Buildings Survey (Philadelphia: National Park Service, 1961), 109–110.

375 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 27–28.

376 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 125–126.

377 F.R. Holland, T.R. Jones, and United States National Park Service Historic Preservation Team, *Masonry Forts of the National Park Service*, Special History Study (Denver Service Center, Historic Preservation Team, National Park Service, U.S. Department of the Interior, 1973).

The 1939 Master Plan first introduced a zoning model that divided the park into two sub-areas, commonly referred to as the “historic” and “development” zones. This concept would strongly influence future resource management planning and development decisions at Fort McHenry in the following decades. The historic zone comprised the fort’s boundaries at the time period of the 1814 bombardment (originally listed as the 1819 boundaries) and included the historic Star Fort and the 1840s-period Battery. The development zone encompassed the remainder of the park, which was purchased by the War Department in 1836. Modern intrusions, like the surface parking lot, were to be removed from the historic zone, while the development zone was reserved for future NPS site improvements to accommodate visitors and staffing needs.

Large-scale restoration projects at Fort McHenry were sharply curtailed with the start of World War II and remained rare during the austere budget years of the post-war era. Meanwhile, existing NPS policies and the park’s cultural resource management practices remained relatively unchanged over this same period. Park managers failed to conduct archeological investigations as part of the excavation of the Water Battery near the Armistead Statue from 1948 and 1950 or during the installation of municipal water mains through fort grounds between 1949 and 1952.

THE HISTORICAL AND ARCHEOLOGICAL RESEARCH PROJECT (HARP)

Viewed by Superintendent Robert Atkinson as “the first real research...undertaken in several years,” the Historical and Archeological Research Project (HARP) was one of the most noteworthy Mission 66-funded projects undertaken at Fort McHenry during the late 1950s. It would provide the interpretive basis for future architectural documentation and archeological investigations of the site. Provisions were made within the NPS Director’s Office to fund HARP and a team of two contract historians, two archeologists, and a stenographer began work on the project in May 1957.³⁷⁸ The work consisted of exhaustive research in a number of repositories located throughout the country and collection of over 15,000 architectural and historical documents associated with the fort.

In the spring of 1958, NPS archeologist G. Hubert Smith began the first of a series of archeological investigations of Fort McHenry. Over the summer and early fall, Smith and his team investigated or uncovered the sites of a number of former buildings and structures associated with the 1814 bombardment, including the former Tavern; the 1814 water battery; boundary Wall structures; and the 1814 stables, storehouse, and hospital. Additional explorations by Lee’s architectural team uncovered the presence of a cellar kitchen under the Enlisted Men’s Barracks Number Two. His “most celebrated accomplishment” was the excavation of the crossbeams belonging to Fort McHenry’s 1803 flagstaff (Figure 7-1).³⁷⁹

378 Superintendent Robert H. Atkinson, “Historical and Archeological Research Program at Fort McHenry,” Memorandum to the Director, March 3, 1958, 1–2, National Archives and Records Administration, Philadelphia, PA.

379 Superintendent Walter T. Barrett, *Submission of Superintendent’s Annual Narrative Report, 1959*, Superintendent’s Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, June 3, 1959), 1, copy on file, Fort McHenry NM&HS Library.



Figure 7-1. Chief of Maintenance Gerald E. Bemrick (Left) and Park Historian George C. Mackenzie (Right) During the Excavation of the 1803 Flagstaff Braces, 1958 (Source: National Park Service, Harpers Ferry Center, Charles Town, WV).

The first, detailed, architectural study of the Fort McHenry was performed in conjunction with Smith's work. NPS architect, Lee H. Nelson (1927-1997), directed the team of five student architects who worked on the project. The Historic American Buildings Survey (HABS) provided funding for the research, which was restricted to the physical history of Fort Whetstone and the interior buildings of Fort McHenry. Nelson's HABS team measured, photographed, and recorded the Star Fort buildings, save for the Commanding Officer's Quarters and the Junior Officers' Quarters, which were not measured due to limitations on time and funding.

An historic base map was also prepared showing the fort as it appeared in 1814. The finalized report, titled *Historic American Buildings Survey: An Architectural Study of Fort McHenry*, was published in 1961. The HABS documentation proved valuable as the first study to uncover the existence of original cellar kitchens in Buildings C, D, and E. Nelson speculated that these rooms were abandoned because of problems with flooding and were later sealed off during the renovation of the fort in 1829.³⁸⁰

Smaller archeological investigations were made at Fort McHenry in conjunction with the construction of a new visitor center on the site during the early 1960s. Archeologists Hamilton H. Carson and J. Duncan Campbell studied the foundations of the upper water battery barracks in 1963.³⁸¹ In the summer of 1964, a brief, two-day excavation was made in the area of the proposed Armistead Plaza near the new Visitor Center. The fieldwork by archeologist B. Bruce Powell also identified the remnants of the walls for the fort's circa 1807 Store and Gun House and a brick Stable and Storehouse. These findings were later confirmed in two separate studies conducted in 1964 and 1966.³⁸²

Although the Mission 66-funded HARP and infrastructure improvement projects produced a number of findings and new avenues for interpretation and research at Fort McHenry, they resulted only in a marginal shift in the administrative approach toward cultural resources planning and management. G. Hubert Smith's work revealed an abundance of new information about the early history of the fort.

380 Nelson, *An Architectural Study of Fort McHenry*, 88.

381 National Park Service, "A Master Plan for Fort McHenry National Monument and Historic Shrine" (Office of Resource Planning, Washington, D.C., 1968), 33, copy on file, Fort McHenry NM&HS Library.

382 Cheek, Balicki, and Pousson, *"On the Shore Dimly Seen...": An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland*, 95.

Only a few of the excavated artifacts were placed on exhibit and the majority remained uncataloged in the park's collection. Likewise, Lee H. Nelson's HABS study was also an incomplete record of the fort. While useful for tracing the architectural changes and history of the site, documentation was omitted for two of the fort's inner buildings, the exterior walls, and all outer buildings and structures. Despite recommendations by Smith and Powell emphasizing the need for future archeological fieldwork at Fort McHenry, the few follow-up investigations undertaken during the mid-1960s were substantially limited in scope. Additional projects were later placed on hold following the completion of the Visitor Center in 1966 as management struggled with funding and personnel constraints.³⁸³

THE NATIONAL HISTORIC PRESERVATION ACT AND RESOURCE MANAGEMENT

With the enactment of the landmark National Historic Preservation Act of 1966 (NHPA), all planned undertakings on Federal properties were now subject to review under Section 106, the key protective provision of the Act, to assess potential effects of the undertaking on a site's historic resources. Fort McHenry National Monument and Historic Shrine was listed on the National Register of Historic Places (NRHP) based on its significance as a national monument in the National Park System.³⁸⁴ Despite passage of the NHPA, the 1968 Fort McHenry Master Plan broadly advocated for the restoration of the fort to its 1814 appearance and preservation of the "historical integrity of the fort and site."³⁸⁵ Among the more drastic recommendations issued in the document was the removal of the *Orpheus* monument from the park. As NPS guidelines and standards for the treatment of historic properties became more clearly defined, the policies outlined in the 1968 Master Plan and actual cultural resource management practices at Fort McHenry would begin to diverge.

In 1971, President Richard M. Nixon issued Executive Order No. 11593 (16 USC 470), which further strengthened the 1966 Act, defining the responsibilities of all federal agencies and requiring them to identify and nominate all their cultural resources to the NRHP.³⁸⁶ NPS policies stemming from the amended NHPA required the development of a List of Classified Structures (LCS) for Fort McHenry and all identified Category A and B structures in the database, as well as objects in the museum collection, were to be preserved. Shifts in the park management procedures to comply with the NHPA coincided with an increased phase of construction and rehabilitation projects at Fort McHenry to prepare for the U.S. Bicentennial celebrations in 1975 and 1976.

In anticipation for the upcoming Bicentennial, the NPS began planning in the early 1970s for improvements to its historic areas associated with the American Revolution and the founding of the United States. As part of this campaign, historian F. Ross Holland, Jr. and architect Russell

383 Anna R. von Lunz, "Overlooked Heritage in a National Park: Managing Protection of Archeological Resources at Fort McHenry National Monument and Historic Shrine" (Goucher College, 1999), 86.

384 Anna von Lunz, "Resource Management Plan, Fort McHenry National Monument and Historic Shrine" (Department of the Interior, National Park Service, 2004), 8, copy on file, Fort McHenry NM&HS Library.

385 National Park Service, "A Master Plan for Fort McHenry National Monument and Historic Shrine," 5.

386 Lary M. Dilsaver, ed., *America's National Parks System: The Critical Documents* (Rowmand & Littlefield Publishers, 1994).

Jones conducted studies and condition assessments of several masonry forts within the National Park System, including Fort McHenry. Their resulting report, *Masonry Forts in the National Park Service*, was released in 1972. It offered a critical look at the past stewardship practices for these resources and specifically lamented the NPS's failure to provide an adequate preservation and restoration plan for Fort McHenry.³⁸⁷

DRAINAGE STUDIES AND SECTION 106 COMPLIANCE

Spurred in large part by findings in the 1972 Masonry Fort Report, two research projects were completed in 1974 that would inform much of the work that would follow at Fort McHenry during this period. The *Historic Structures Report* (HSR) by Erwin N. Thompson and Robert D. Newcomb of the Denver Service Center provided the first comprehensive architectural study of the extant features of Fort McHenry and documented its development over time. Recommendations and cost estimates in the HSR would serve as a guide for subsequent repairs of the fort. Other proposals by the report's authors included a reorganization of HARP and development of separate HSRs for the parade ground, building interiors of the Star Fort, and outer buildings and structures.³⁸⁸

Almost immediately following the completion of the HSR in 1974, a crew under the direction of Edward S. Rutsch, of the firm Historic Conservation and Interpretation, Inc., began archeological examinations of the fort's original, and poorly performing, subsurface drainage system. Rutsch's work, the first performed by a private consulting firm at Fort McHenry, speculated on the cause of the water drainage issues that were damaging the Star Fort walls and buildings. His study was noted as the first to develop a holistic view of the fort, the integration of its structural systems with the landscape's topography, and the need for coordinated archeological and restoration work.³⁸⁹

Section 106 monitoring and documentation was conducted for a series of walkway and utility installation construction projects at Fort McHenry in advance of the U.S. Bicentennial. Meanwhile, the 1976 *Statement for Management* highlighted the need to "restore and stabilize deteriorating historic resources to a condition that approximates their historic appearance."³⁹⁰ The preservation and repair of the fort's historic masonry, severely damaged due to previous improper repair techniques and ongoing issues with water damage, became the major concern among park managers and staff as conditions worsened over the following decades.

387 Holland, Jones, and Team, *Masonry Forts of the National Park Service*; von Lunz, "Overlooked Heritage in a National Park," 68–69.

388 Erwin N. Thompson and Robert D. Newcomb, *Historic Structure Report, Fort McHenry Historical and Architectural Data, Fort McHenry National Monument and Historic Shrine, Maryland* (Denver, Colorado: Denver Service Center, Historic Preservation Team, National Park Service, U.S. Department of the Interior, October 1974), 125.

389 Cheek, Balicki, and Pousson, "On the Shore Dimly Seen...": *An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland*, 95.

390 "Statement for Management, Fort McHenry National Monument and Historic Shrine, Consolidated WASO Division Comments," April 26, 1976, 3, copy on file, Fort McHenry NM&HS Library.

With the Bicentennial celebrations behind them, NPS archeologists returned to Fort McHenry, seeking to address a number of topics raised in the 1974 HSR that recommended inquiries into the locations of several historically-documented structures, including the 1814 well and cistern, a guardhouse, the shot furnace site, and assorted privies. Two-phased investigations of areas were engaged within the Star Fort and ravelin in 1978 and 1980, respectively. Despite the initial promise of these studies and the first application of “anthropological-oriented historical archeology,” or New Archeology at Fort McHenry, many of the results, published collectively in 1982, ultimately proved inconclusive due to the previous disturbances of the site associated with the clearance and removal of the World War I hospital facility.³⁹¹

Legislative and NPS policy improvements for cultural resource management during the late 1970s and early 1980s, along with preparations for upcoming the 175th Anniversary of the Battle of Baltimore and “The Star-Spangled Banner” in 1989, greatly influenced funding and planning decisions for archeological and preservation projects at Fort McHenry over the next two decades. Passage of the *Archeological Resources Protection Act* (ARPA) of 1979 (16 U.S.C. 470aa-470mm; Public Law 96-95) significantly strengthened protective measures for archeological resources on Federal and Indian lands. The following year, the NPS released the *Official Cultural Resource Management Guidelines* (NPS-28). Originally a compilation of earlier NPS administrative policy publications that dated from 1960s, NPS-28 was revised over time, providing specific policies and standards to assist park managers, planners, staff, and cultural resource specialists with the research, planning, and stewardship of cultural resources within the national park system. In September 1983, the NPS placed the Secretary of the *Interior’s Standards and Guidelines for Archeology and Historic Preservation* into effect. While not regulatory, the Secretary’s Standards provided additional technical advice and best practice methods for both public and private bodies engaged in cultural resource management activities at the Federal, state, and local levels.³⁹²

The extensive archeology and preservation work conducted at Fort McHenry during this period was characterized by a strong sense of academic and technical thoroughness. In 1982 and 1983 investigations of the 1813 Sally Port Traverse Wall were performed as part of Section 106 mitigation for the installation of water utility lines to restrooms in the Star Fort. In addition to their discovery of the defensive feature, evidence was also uncovered of the drain lines running from the fort to the seawall, posts from the bridge that once spanned the moat, and paving bricks laid in their original,

391 Cheek, Balicki, and Pousson, “*On the Shore Dimly Seen...”: An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland*, 96; Bryan L. Aivazian et al., *Archeological Investigations at Fort McHenry National Monument and Historic Shrine, 1978, 1980* (Denver Service Center, Branch of Cultural Resources, Mid-Atlantic/North Atlantic Team, National Park Service, U.S. Department of the Interior, 1982).

392 Department of the Interior, National Park Service, “Archeology and Historic Preservation: Secretary of the Interior’s Standards and Guidelines,” *Secretary’s Standards--Archeology and Historic Preservation*, 2008, http://www.cr.nps.gov/local-law/arch_stnds_0.htm.

early nineteenth-century pattern.³⁹³ Cost overruns with the project curtailed in-depth analysis of the findings and precluded additional research. Furthermore, park management never implemented recommendations for interpretation of the excavated features.³⁹⁴

In 1984, 10 years after Rutsch's original study, archeologists Charles Cheek and Joe Joseph with John Milner Associates (JMA) began a series of excavations to document the fort's drainage system. Fieldwork included excavation of sections of the dry moat, parapets, outer battery, and parade. The first phase was followed by subsequent investigations by Cheek in 1988 and NPS archeologist Jim Kurtz in 1989. Final analysis of the three studies showed that Fort had historically lacked adequate drainage infrastructure needed to prevent the chronic infiltration of ground and rainwater into the fort and ravelin.³⁹⁵

Stabilization and rehabilitation of the seawall served as the other major cultural resource management project at Fort McHenry during this period. Work on the structure, which began in the spring of 1986, was preceded by a historic structure report, which recommended archeological investigations to identify issues associated with the fort's drainage problems.³⁹⁶ Archeological excavations of the seawall were performed in conjunction with the repair work, which was not fully completed at the time due to a lack of funding.

THE COMPREHENSIVE PLAN

By late 1980s, repair of the severely deteriorated masonry of the Star Fort's buildings and walls and improvements to the drainage system had emerged as two of the most "immediate needs" confronting park managers at Fort McHenry.³⁹⁷ In late 1991, the NPS contracted the firm Grieves Worrall Wright & O'Hatnick, Architects (GWWO) to work closely with the Denver Service Center in the development of a rehabilitation and preservation plan for the resources with an emphasis on repair of the surface masonry. The resulting report, entitled the *Comprehensive Plan: Fabric Analysis and Treatment Recommendations* was issued in 1993 and contained a physical conditions assessment that categorized the level of deterioration, general recommendations outlining priorities and cost estimates for repair, and measured drawings of the post-Civil War underground bombproofs and magazines. Improper use of Portland cement on the historic masonry by New Deal work crews in the 1930s; problems with

393 Superintendent Juin Crosse-Barnes, *Annual Reports - Fort McHenry - CY 1982* (Baltimore: Fort McHenry National Monument & Historic Shrine, February 7, 1983), 4, copy on file, Fort McHenry NM&HS Library.

394 von Lunz, "Overlooked Heritage in a National Park," 99–100.

395 Cheek, Balicki, and Pousson, *"On the Shore Dimly Seen...": An Archeological Overview, Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland*, 96.

396 Sharon A. Brown, Susan Long, and United States National Park Service, *Historic Structure Report: Administrative, Historical, and Architectural Data Sections, Seawall, Fort McHenry National Monument and Historic Shrine, Maryland* (U.S. Dept. of the Interior, National Park Service, 1986), 79.

397 Department of the Interior, National Park Service, *Fiscal Year 1987 Resource Management Plan and Environmental Assessment, Fort McHenry National Monument and Historic Shrine* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1987), 24.

the original drainage system; and a lack of adequate routine maintenance were identified as the primary causes for the failure of brickwork.³⁹⁸

Although reorganization of the NPS during this period resulted in reduced staffs, restoration of the Star Fort began in 1995 using an initial \$3 million in funds procured through an NPS Line-item Construction Appropriation (Package 276) and was completed in 2004 at a total cost of \$6.2 million. The comprehensive program rivaled the rehabilitation work undertaken by the War



Figure 7-2. Repair of the Outer Battery Walls as part of the Comprehensive Restoration of Fort McHenry, Circa 1996 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

Department and New Deal emergency relief programs in the late 1920s and 1930s (Figure 7-2). It was accompanied by extensive archeological investigation and documentation and performed in close coordination with the Denver Service Center, the ACHP and the Maryland SHPO.³⁹⁹

EMERGENCE OF CULTURAL LANDSCAPE PLANNING

Concurrent with work on the Comprehensive Plan, other efforts were underway at Fort McHenry to make management of the park's cultural and natural resources consistent with NPS guidelines and policies, particularly with regard to the emerging concepts of the NPS Cultural Landscapes Program, which was established in 1990. The subsequent creation of the Cultural Landscapes Inventory (CLI) was designed to facilitate improved landscape preservation by providing a comprehensive inventory of all significant landscapes within NPS. This growing awareness of landscapes as a cultural resource was codified in 1992 with the inclusion of *The Guidelines for the Treatment of Cultural Landscapes* within the revision of the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Made effective in 1995, 36 CFR Part 68). The CLI Level 0 was started for Fort McHenry in 1997, and the results were entered into the CLI program in 1999.⁴⁰⁰

398 Grievies, Worrall, Wright & O'Hatnick, Robert Silman, and Michael F. Trostel, *The Comprehensive Plan: Fabric Analysis and Treatment Recommendations* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, September 1992), 97–99, copy on file, Fort McHenry NM&HS Library.

399 von Lunz, "Resource Management Plan, Fort McHenry National Monument and Historic Shrine," 7.

400 Anna Von Lunz, "Resources Management Plan, Fort McHenry National Monument and Historic Shrine" (Department of the Interior, National Park Service, 1999), 11, copy on file, Fort McHenry NM&HS Library.

Many, but not all, of the cultural resource management activities at Fort McHenry in the first decade of the twenty-first century were conducted in support of the development of a new Visitor and Education Center and in preparation for the Bicentennial of the War of 1812. Consultation with the Maryland SHPO remained an on-going process throughout the course of the project. In 1999, the Keeper of the NRHP approved the full NRHP documentation for Fort McHenry, which was administratively listed in 1966. In 2002, the park commenced with a number of planning studies required for the construction project, including a boundary study for the park, the Development Concept Plan, Environmental Assessment, and Assessment of Effect (DCP/EA/AOE), a Cultural Landscape Report (CLR), prepared by the NPS Olmsted Center for Landscape Preservation, and an Alternative Transportation Study by the John A. Volpe National Transportation Systems Center. These documents were developed to provide alternatives for site planning and construction of the proposed new Visitor Center.

In FY 2002, the park received \$1.5 million to complete restoration along the southwestern section of the historic seawall and work began on the structure in January 2003. That same year, the park was awarded a \$13,500 grant from the NPS Chesapeake Bay Gateways Network for the reconstruction and interpretation of a section of the 1814 water battery. The park also received concurrence from the Maryland SHPO on its Determination of Ineligibility for all Mission 66 development at Fort McHenry, clearing the way for the eventual demolition of the 1964 Visitor Center. By 2005, continued maintenance and rehabilitation of all historic masonry in the Star Fort resulted in 75 percent of the 34 resources included in the park's LCS being listed in "good" condition.⁴⁰¹

In advance of the start of construction for the visitor center, archeologists conducted a geophysical assessment of the building site in 2007. A plan was also prepared to assist with protection of archeological resources during development.⁴⁰² In 2012, GWWO completed work on an updated Historic Resources Report of Fort McHenry.

COLLECTIONS MANAGEMENT AT FORT MCHENRY

Fully cataloged since 1998, the Fort McHenry National Monument and Historic Shrine museum collection currently contains 55,411 items. These include: archival documents of personal papers and organizational files; historic objects and furnishings; and a large number of recovered archeological artifacts from the site, which comprise the vast majority of the holdings (48,679 artifacts, or 87 percent of the collection).⁴⁰³ Significant items within the collection pertain to Fort McHenry's development

401 Superintendent Laura E. Joss, *Fort McHenry National Monument and Historic Shrine State of the Park Report/ Superintendent's Narrative, Fiscal Year 2002* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2002), 3, On File in Fort McHenry Library; von Lunz, "Resource Management Plan, Fort McHenry National Monument and Historic Shrine," 8.

402 Superintendent Gay E. Vietzke, *Fort McHenry NMHS and Hampton NHS FY2008 Annual State of the Parks, Superintendent's Annual Report* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2009), 2, copy on file, Fort McHenry NM&HS Library.

403 National Park Service, Northeast Museum Services Center, *Collection Management Plan, Fort McHenry National Monument and Historic Shrine* (National Park Service, U.S. Department of the Interior, 2011), 1,6–7.

and history as a military fortification; its association with the War of 1812; the Battle of Baltimore; and its role as the birthplace of Francis Scott Key's "The Star-Spangled Banner." Other sizable collections, such as the E. Berkley Bowie Firearms Collection, have little or no historical association with the fort.

The Fort McHenry museum collection is managed and preserved by a permanent Museum Curator and members of the park staff in the Resource Management Division. Items placed on display are located in the main exhibit area in the new Visitor and Education Center and in the five Star Fort buildings. Since 1974, the Civil War Powder Magazine has been used as on-site storage for the collections from both Fort McHenry and the Hampton National Historic Site. The park library and copies of the HARP collection are housed in the multi-purpose library and conference room on the second floor of the Visitor and Education Center. An Interpretive Ranger provides access to these materials for NPS employees and also acts as a liaison to the general public for those with questions regarding the history of the fort and its former occupants. Access to the Fort McHenry library and museum collection for research purposes is by appointment only.⁴⁰⁴

MUSEUM COLLECTIONS HISTORY, 1925- 2011

Various patriotic groups and individuals who played a significant role in lobbying for the designation of Fort McHenry as a National Park were also behind the original efforts to establish a museum collection and an interpretative program for the site. In 1931, the National Society of the United States Daughters of the War of 1812 was the first to donate furniture for exhibit in the lower rooms of the Commanding Officer's Quarters. The War Department generally adopted a "reactive" and informal attitude toward early museum collections during the late 1920s and early 1930s. The lack of accession records often made proper identification and chain of ownership for the collected resources difficult to ascertain for successive administrators. Furthermore, many of the items, including room furnishings and various military items had no associated significance with the history of Fort McHenry.⁴⁰⁵

These haphazard collection methods continued as the museum's holdings at Fort McHenry increased under NPS management in the 1930s. Notable collections procured during this time included: the E. Berkley Bowie Firearms Collection, which was presented to Fort McHenry and the NPS by the Bowie heirs and Maryland Society of the War of 1812 in September 1935; temporary exhibits in the Star Fort buildings on the history of early nineteenth-century maritime commerce in Baltimore; and the collected papers and manuscripts of Mrs. Reuben Ross Holloway documenting her campaign to designate "The Star-Spangled Banner" as the national anthem. Public relief workers were employed to catalog and arrange permanent display of the park's collections, while management of the holdings was assigned as a part-time responsibility to one ranger (Figure 7-3). While the development of the museum and interpretive program Fort McHenry was touted as "very satisfactory," funding shortages sharply curtailed additional purchases for the collection after 1937.⁴⁰⁶

404 Ibid., 21.

405 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 28.

406 Superintendent George A. Palmer, *Superintendent's Annual Report, 1935-36, Fort McHenry National Park*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 7, 1936), 3-4, copy on file, Fort McHenry NM&HS Library.



Figure 7-3. New Deal Workers Cleaning the E. Berkley Bowie Firearms Collection, (Source: Superintendent's Monthly Narrative Report, January 1939, Fort McHenry National Monument and Historic Shrine. Copy on File at the Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

The following year, Fort McHenry staff completed the park's first Museum Development Plan under the direction of John Sachse with the NPS Museum Division.⁴⁰⁷

The plan proposed that exhibits be housed in Building E to interpret the construction and history of the fort; "The Star-Spangled Banner;" key events of the War of 1812; and the development of the United States Flag and other famous flags in American history.⁴⁰⁸

Initial development of the museum program at Fort McHenry reflected the general approach of the NPS Museum Division for historical parks during this period, which often emphasized museums as visitor attractions more than for their value in interpreting the unique history of each site.⁴⁰⁹

During the 1940s, the park began building a sizable collection of American flags. Period furniture, War of 1812 clothing, and a copy of sheet music for "The Star-Spangled Banner" were also acquired. In 1959, the park received its first interpretive collections, which included a number of archives and artifacts compiled after the completion of the HARP research and Hubert G. Smith's archeological investigations. Among the significant accessioned items were the personal correspondence of Commander George Armistead and the timber braces of the fort's original flagstaff. Smith also recommended the funding and creation of a permanent curatorial position to effectively manage the park's growing collections.⁴¹⁰

In the early 1960s, the Park procured a series of flags stemming from the use of Fort McHenry as the site of the first official raisings of the 49-star and 50-star U.S. Flags in 1959 and 1960. Inspired by these events, Superintendent George C. Mackenzie initiated a program to collect all 50 state flags for the

407 Superintendent George A. Palmer, *Superintendent's Annual Report, 1936-37, Fort McHenry National Park*, Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 12, 1937), 2, copy on file, Fort McHenry NM&HS Library.

408 John A. Sachse, *Museum Development Plan, Fort McHenry National Park, Maryland* (Washington D.C.: Museum Division, National Park Service, Department of the Interior, 1938), National Archives and Records Administration, Philadelphia, PA.

409 National Park Service, Northeast Museum Services Center, *Collection Management Plan, Fort McHenry National Monument and Historic Shrine*, 3.

410 von Lunz, "Overlooked Heritage in a National Park," 127.

park as gifts or donations from state governors, historical societies, and congressional representatives for use during ceremonial occasions.⁴¹¹ Completion of the new visitor center at Fort McHenry in 1964 provided new space for interpretive use and exhibit space; however, the bulk of the Park's collection continued to be housed in the Star Fort buildings.

By the time the updated Fort McHenry Master Plan was released in 1968, the size of the collection stood at almost 2,500 artifacts and primarily consisted of objects recovered during archeological excavations on the site, the E. Berkley Bowie Firearms Collection, and the flag collection. The 1968 Master Plan advocated new approaches regarding the Park's acquisition and management policies. These included the need to develop a furnishings plan for the Star Fort, and the removal of items that did not "dramatize the central 1814 interpretive theme" of Fort McHenry. While never fully implemented, these recommendations helped to guide future decisions regarding the Park's management of its collections.⁴¹²

Although no purchases were made for the collection during the 1970s, Fort McHenry continued to receive gifts and a significant transfer of materials from the Harpers Ferry Center that included "Star-Spangled Banner" commemorative items and photographs of Fort McHenry dating from World War I period.⁴¹³ In 1973, the E. Berkley Bowie Firearms Collection was re-catalogued and fire prevention and climate control systems were installed in the Civil War Powder Magazine. Renovation of the building was completed the following year, and it was used as collections storage for both Fort McHenry and the Hampton National Historic Site.⁴¹⁴

Following the publication of the NPS-28 resource management guidelines in 1980, Fort McHenry began efforts to update its collection records, which were still managed by one park ranger. In 1981, the bill of sale for the E. Berkley Bowie Firearms Collection was amended to provide for partial display of the assemblage and allow the superintendent to loan or exhibit portions of the collection to other NPS institutions. In 1984, a temporary Museum Aide was hired over the summer months to assist with the management of the collections; however, by the late 1980s, approximately 1,500 objects in the Park's interpretative files and reports, library, and archeological artifacts remained un-catalogued.⁴¹⁵ In 1987, conservation treatment programs were started for many of the Park's archival documents and the Bowie Firearms Collection. The following year, Congress allocated funding for the museum collections to be recorded in the Automated National Catalog System (ANCS) and staff began entering

411 Superintendent George C. Mackenzie, *Submission of the Superintendent's Annual Report*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, June 7, 1966), 2, copy on file, Fort McHenry NM&HS Library.

412 National Park Service, "A Master Plan for Fort McHenry National Monument and Historic Shrine," 58–60.

413 National Park Service, Northeast Museum Services Center, *Collection Management Plan, Fort McHenry National Monument and Historic Shrine*, 4.

414 Superintendent Dennis E. McGinnis, *Superintendent's Annual Report for 1974* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, February 25, 1975), 6, copy on file, Harpers Ferry Center, Center for Media Services.

415 Department of the Interior, National Park Service, *Fiscal Year 1987 Resource Management Plan and Environmental Assessment, Fort McHenry National Monument and Historic Shrine*, 42.

the backlog of uncategorized items into the database. Park management also reached an agreement to loan part of the Bowie Collection to Gettysburg National Military Park for display as part of their 125th Anniversary celebrations.⁴¹⁶

Despite NPS-28 guidelines recommendations that each park establish a collections program managed by a professional Museum Curator, a part-time Museum Technician position was not funded at Fort McHenry until 1991, when cyclical money was used for the creation of GS-5 term Museum Technician position and for the ongoing ANCS cataloguing project.⁴¹⁷ A Scope of Collection Statement was produced in 1992, defining the purpose, size, content, and significance of the Park's collection.⁴¹⁸ Development of the first *Collection Management Plan* (CMP) and creation of a GS-11 permanent Museum Curator position followed in 1996, signaling further improvements in collections management practices at the site, which had burgeoned to over 40,000 artifacts (Figure 7-4). By 1998, the Museum collections had been fully catalogued in the ANCS and a Conditions Assessment Report and Disaster Preparedness Plan for the park's collections were completed in October of that year.⁴¹⁹



Figure 7-4. Anna von Lunz, the Park's Former Museum Curator and Current Cultural Resource Manager, Working with Harpers Ferry Center Staff Photographing the Fort McHenry Flag Collection in 2009 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

As a result of the strides taken during the 1990s, the Fort McHenry museum met or exceeded over 90 percent of the professional standards required for the preservation and protection of its collection by 2005.⁴²⁰ In 2008, conditions assessments were made of the fort's museum collections in preparation of an updated CMP. With consultation from the Northeast Region's Museum Collection and Protection Program, Fort McHenry was awarded an \$80,000 contract for the installation of a fire suppression system in the Civil War Powder Magazine and work began the

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- 416 Superintendent John W. Tyler, *Fort McHenry National Monument and Historic Shrine 1988 Annual Report*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1988), 5, copy on file, Fort McHenry NM&HS Library.
 - 417 Superintendent John W. Tyler, *Fort McHenry National Monument and Historic Shrine and Hampton National Historic Site 1991 Annual Narrative Report*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, March 6, 1992), 4, copy on file, Fort McHenry NM&HS Library.
 - 418 National Park Service, Museum Management Program, *Fort McHenry National Monument and Historic Shrine, Collection Management Plan* (Washington D.C.: National Park Service, U.S. Department of the Interior, 1996), 13.
 - 419 Superintendent Kathryn D. Cook, *Annual Narrative Report of Superintendents and Regional Directors - October 1997 Through September 1998 (FY 1998)* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, February 22, 1999), 3-4, copy on file, Fort McHenry NM&HS Library.
 - 420 Anna von Lunz, "Resource Management Plan, Fort McHenry National Monument and Historic Shrine," 6-7.

following year on an upgrade to the storage equipment in the building.⁴²¹ The Museum collections also benefitted from the addition of permanent and seasonal staff to resource management for both Fort McHenry and Hampton.

The revised *Collection Management Plan* for Fort McHenry was published in 2011, coinciding with the opening of the park's new Visitor and Education Center, which provided increased museum space allowing for the permanent exhibit of some artifacts and objects that had previously been housed in storage. The new CMP identified a need for routine procedures for fire protection of the collections and absent or outdated security measures in other areas. However, the plan generally praised the conditions and management of the park's museum collections as the staff at Fort McHenry looked toward the upcoming 2012 celebrations of the Bicentennial of the War of 1812.⁴²²

NATURAL RESOURCE MANAGEMENT AT FORT MCHENRY

Located approximately three miles southeast of downtown Baltimore, Fort McHenry National Monument and Historic Shrine has an open park-like setting. Natural resources in the 43.26-acre green space consist of grassed lawns, historic and ornamental tree and shrub vegetation, in addition to a variety of wildlife that includes birds, both migratory and indigenous, small mammals and reptiles. The landscaped character of the Fort McHenry site provides a visual contrast to the dense, urban mix of commercial, industrial, and residential development that borders the park to the immediate north and west and occupies the opposite shores along the two branches of the Patapsco River. As with other historic areas within the National Park System, natural resource management at Fort McHenry is undertaken to provide an amenable and safe environment for visitors; reinforce the park's interpretive story and its commemorative purpose; and to protect and preserve the integrity of its cultural resources.⁴²³

Construction of the World War I-era General Hospital No. 2 on the Fort McHenry grounds in 1917 and the eventual clearance of the facility by the War Department in 1926 drastically altered the original topography and obliterated remnants of the historic landscape and vegetation dating from the early nineteenth century. Restoration of the site involved extensive grading and filling of the land and subsequent replanting of lawns, shrubbery, and trees. Decisions regarding the placement of landscape features by park managers were based entirely on aesthetic values or were for commemorative purposes rather than on any historical basis or research that reflected the 1814 appearance of the Fort McHenry and its grounds. Early tree planting programs by the War Department conducted for the Bicentennial of George Washington's Birthday consisted of numerous plantings throughout the site.⁴²⁴

421 Superintendent Gay E. Vietzke, *Fort McHenry National Monument and Historic Shrine, The Year in Review - Fiscal Year 2006*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2006), 4, On File in Fort McHenry Library.

422 National Park Service, Northeast Museum Services Center, *Collection Management Plan, Fort McHenry National Monument and Historic Shrine*, vi.

423 von Lunz, "Resource Management Plan, Fort McHenry National Monument and Historic Shrine," 16.

424 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 89–90.

Original management policies for natural resources at Fort McHenry, first under the stewardship of the War Department and later the NPS, primarily consisted of periodic maintenance of existing vegetation, erosion control, and ongoing efforts at pest control. By the 1950s, many of the commemorative red oaks planted by the War Department had succumbed to diseases resulting from the atmospheric pollution and the poor quality of the soil used as fill during the park restoration in the 1920s. Japanese beetle infestations were also a common complaint by superintendents at Fort McHenry during this period.⁴²⁵ During the early 1960s, the Mission 66 program introduced the use of landscaping as an interpretative device at Fort McHenry with the planting of a low, Japanese Holly evergreen hedge in 1963 to represent the 1814 boundary line delineating the “Historic” and “Development” zones in the Park. Mission 66 also provided for a substantial increase in new vegetation with over 300 trees and shrubs planted in areas near the Visitor Center, residential quarters, relocated Orpheus monument, and the seawall trail.⁴²⁶

The 1968 Fort McHenry Master Plan offered new recommendations for the use of landscaping features. Vegetative screening was encouraged at the north, west, and southwest edges of the park to reduce modern audible and visual intrusions. Other tentative recommendations included a reintroduction throughout the fort site of trees and shrubs, such as Lombardy poplars, that were present in the area during the 1814 historic period.⁴²⁷

In the late 1980s, Fort McHenry administrators engaged in resource management planning that sought to discourage non-compatible recreational uses and reinforce the memorial purpose of the park. Originally proposed in the 1987 *Concept for Facility Development and Landscape Treatment* and reiterated in the 1988 *Amendment to the 1968 Master Plan and Environmental Assessment*, the maintenance procedures primarily consisted of a reduced mowing schedule during the high visitation months. The longer grass, considered more appropriate for the site’s historic significance, also dissuaded picnicking, climbing on the earthworks, and ball playing within the fort’s grounds, a concern of NPS managers who had long been apprehensive of local residents’ use of Fort McHenry as an urban leisure park.⁴²⁸

The hiring of horticulturalist Paul Bitzel in 1987 to manage the grounds for both Hampton and Fort McHenry coincided with the development of the new landscape plans for the park. A major natural resource management project conducted during this period was a plant inventory of Fort McHenry and increased tree screening and native tree plantings at the edges of the park, near the Visitor Center and a new picnic area as part of the “Living Legacy Project,” which honored the Bicentennial of the U.S. Constitution and was completed in 1989 (Figure 7-5). Other priorities included: erosion control; removal of the interpretive hedge; and issues with fruit litter along walkways produced

425 Department of the Interior, National Park Service, “Master Plan Development Outline, Fort McHenry National Monument and Historic Shrine, Introduction” (U.S. Government Printing Office, February 1952), 3, On File in Fort McHenry Library.

426 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 134.

427 National Park Service, “A Master Plan for Fort McHenry National Monument and Historic Shrine,” 75.

428 National Park Service, “Amendment to the 1968 Master Plan and Environmental Assessment” (Denver Service Center, Denver, CO, September 1988), 1, 10, copy on file, Fort McHenry NM&HS Library.



Figure 7-5. Horticulturist Paul Bitzel Planting Trees at Fort McHenry, Circa 1988
(Source: National Park Service, Harpers Ferry Center, Charles Town, WV).

by the crabapple trees planted during the 1960s.⁴²⁹ Vegetation maps of the park grounds were completed in 1992. In 1994, development of a Cultural Landscapes Inventory was recommended to inform future cultural and natural resource management decisions at Fort McHenry.⁴³⁰

Restoration, cleanup, and interpretation of the man-made tidal wetlands adjacent to the park was one of the more publicly prominent resource management initiatives undertaken during the 2000s. A *Cultural Landscape Report Inventory and Condition Assessment*, completed

in 2003, provided information on native and exotic plant species found within the park and the Baltimore Bird Club conducted a large bird monitoring study of the wetlands area, recording nearly 590 different species by 2011.⁴³¹ The comprehensive Fort McHenry *Cultural Landscape Report: Inventory and Condition Assessment* provided a rich, contextual history of evolution of landscape development at Fort McHenry and resource documentation supporting the park's responsibilities under Section 106 under the NHPA and National Environment Policy Act (NEPA).⁴³² In 2006, plantings were finalized on a three-year tree preservation program funded through donations from Maryland Department of Natural Resources, the "Tree-mendous Maryland Program," garden clubs and individuals. The restoration program allowed the park to replace diseased and dying historic trees, restore historic cherry and crabapple groves in the park, and promulgate new trees.⁴³³

The decades between the 1960s and the 1990s would bring profound changes in how Fort McHenry entered the twenty-first century as a professionally managed national park. Passage of the NHPA and NEPA in the 1960s and early 1970s would compel park managers to adopt new methods of treatment for cultural resources at Fort McHenry. These Federal regulations, most notably Section 106 of the NHPA, and the subsequent development of NPS guidelines and policies, indelibly linked development projects with more comprehensive procedures that addressed the identification, documentation, and preservation of affected resources. Reduced park budgets in the 1980s and the structural reorganization of the NPS in the 1990s resulted in

429 Department of the Interior, National Park Service, *Fiscal Year 1987 Resource Management Plan and Environmental Assessment, Fort McHenry National Monument and Historic Shrine*, 6–7.

430 John L. Tyler, "Resources Management Plan, Fort McHenry National Monument and Historic Shrine" (Department of the Interior, National Park Service, 1994), 8, copy on file, Fort McHenry NM&HS Library.

431 von Lunz, "Resource Management Plan, Fort McHenry National Monument and Historic Shrine," 15; Superintendent Gay E. Vietzke, *The Guardian: State of the Park Report, 2005* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2005), 5, copy on file, Fort McHenry NM&HS Library.

432 Davison and Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine*, 2.

433 Vietzke, *Fort McHenry National Monument and Historic Shrine, The Year in Review - Fiscal Year 2006*, 2.

greater cooperation between the NPS and private consultants, who were brought in to assist and enable projects, providing a new energy into cultural resource management process at Fort McHenry. At this same time, increased funding, staffing, and a commitment to professional standards reversed the haphazard curatorial and record management practices that had long plagued the park's archives and museum collections. Finally, recognition of natural resources at the park expanded beyond basic maintenance and pest management to embrace a broader view of the topography, vegetation, and wildlife as integral components of Fort McHenry's larger cultural landscape.



Park Interpretation and Education

Interpretation of Fort McHenry's historical past has been an evolutionary and intermittent process that has been influenced by a number of factors. Interpretive services, which were practically nonexistent during the fort's early period as a national park were expanded during the Mission 66 era to accommodate the growing numbers of visitors to the site. More recently, shifting cultural values, new educational techniques, improvements in technology, and the discovery of new information through archeological investigation and research have all contributed to changes in the understanding of Fort McHenry and the stories that it tells.

EARLY INTERPRETIVE EFFORTS UNDER WAR DEPARTMENT SUPERVISION, 1925-1933

Almost singularly focused on the rehabilitation and repair of the Star Fort and grounds, few records show that Army managers dedicated any concerted effort toward the development of an interpretative program for Fort McHenry during their eight-year stewardship of the site. Visitors at the newly designated National Park had to be self-reliant in their understanding of the fort's architecture and association with the events of the War of 1812. The Army did not maintain annual records of visitation and produced no interpretive literature. On-site personnel at Fort McHenry generally consisted only of three untrained caretakers and contract laborers.⁴³⁴

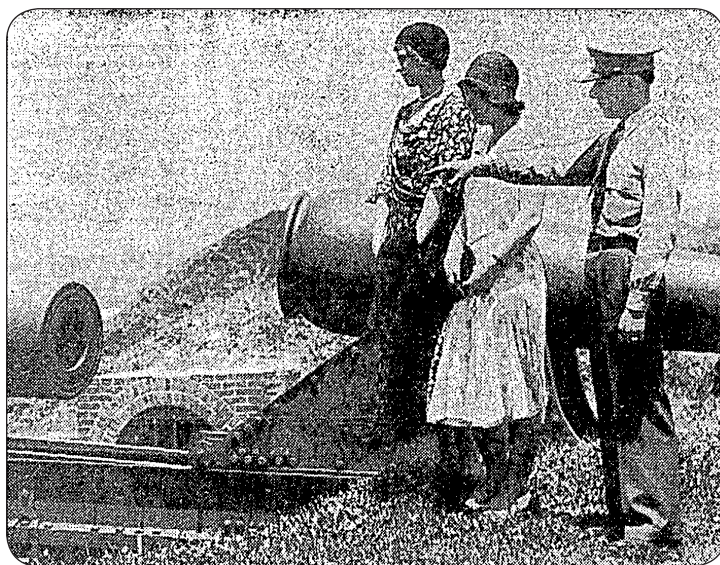


Figure 8-1. Private Tour Guide Nathan Solomon Escorting Visitors Around Fort McHenry, 1931 (Source: The Baltimore Sun, June 30, 1931.).

By the early 1930s, the Army had begun to rely on private organizations to provide rudimentary interpretation of the fort and its history. In an attempt to better manage visitors during on-going construction at the park, the Army hired a uniformed guide with a private sightseeing agency to conduct tours of the fort over the summer months of 1931 (Figure 8-1). While the guide, Nathan Solomon, provided the service free of charge, some Baltimore residents chafed at having "to submit to the direction of such employees."⁴³⁵

434 Harold I. Lessem and David A. Kimball, "History of Fort McHenry as a National Monument and Historic Shrine" (Baltimore, Maryland, 1954), 24.

435 "Fort McHenry Tourists Forced to Take Government Guide," *Baltimore Sun* (Baltimore, MD, June 30, 1931).

Rather than provide expanded interpretation services over the remaining years of its stewardship, the Army preferred to concentrate its efforts by enhancing the site with commemorative plantings and furnishing of the Star Fort buildings and structures with plaques and furniture pieces donated by local patriotic groups. An Army-commissioned relief map depicting the appearance of the site at the time of the 1814 bombardment was ordered prior to the administrative transfer of Fort McHenry in 1933. The map was not installed until 1934.

DEVELOPMENT OF THE FORT MCHENRY MUSEUM COLLECTION, 1933-1941

The absence of any coherent interpretation program at Fort McHenry quickly emerged as a large worry for the area's first Park Service managers. General Superintendent James R. McConaghie of Gettysburg National Military Park noted in his annual report for the site in August 1934 that "the whole field of education as far as this Fort is concerned is open."⁴³⁶ During the first full year of NPS operation in 1934, 270,000 people visited Fort McHenry. The following year, Jacob Melchior Sheads, a seasonal historian from Gettysburg, provided limited, daily group tours during the popular summer months.⁴³⁷ While additional plans to provide guided tours were hampered by deficiencies in funding and personnel, the NPS focused on the development of a museum collection to serve as a visitor attraction and key interpretive facility for Fort McHenry.

In September 1935, the NPS announced the acquisition and public unveiling of the E. Berkley Bowie Firearms Collection as part of the Maryland Society of the War of 1812's planned events for that year's Defenders' Day celebrations. The collection was touted by park managers at the time as "a real step toward the establishment of a valuable museum," the Bowie Arms Collection, like many other items arbitrarily obtained by the park during this period, would become a problematic interpretive issue for park staff in the following decades.⁴³⁸ Other developments in the museum and educational programs in the late 1930s were implemented after Fort McHenry's designation as an independent administrative unit. Following his appointment as superintendent in December 1935, George Palmer was able to produce the first self-guided tour brochure for Fort McHenry. However, the NPS continued to rely upon donations by individual supporters and private organizations in the development of the park's museum collections.⁴³⁹

436 Superintendent James R. McConaghie, *Annual Report for the Fort McHenry National Park, 1934* (Gettysburg, Pennsylvania: U.S. Department of the Interior, National Park Service, August 13, 1934), 11, On file at Fort McHenry NM&HS; National Park Service Public Use Statistics Office, *Fort McHenry National Monument and Historic Shrine Annual Park Visitation Report* (National Park Service, U.S. Department of the Interior, 2012), <http://www2.nature.nps.gov/stats/viewReport.cfm>.

437 Lessem and Kimball, "History of Fort McHenry as a National Monument and Historic Shrine," 38,54.

438 Superintendent George A. Palmer, *Superintendent's Annual Report, 1935-36, Fort McHenry National Park* Superintendent's Monthly Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 7, 1936), 3-4, copy on file, Fort McHenry NM&HS Library.

439 Robert E. Farrar, *Preliminary Report on Furnishings at Fort McHenry, 1794-1814* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1956), 2, National Archives and Records Administration, Philadelphia, PA.

By 1938, permanent historical technician and junior historical aide positions were established at Fort McHenry to form the basis of the park's History Division. John A. Sachse of the NPS Museum Division also completed the draft of Fort McHenry's first Museum Development Plan in 1938.⁴⁴⁰ Never formally approved or fully implemented, the proposed exhibit plan underscored the NPS's absence of materials and research historically associated with the fort. The E. Berkley Bowie Firearms Collection remained the centerpiece of the fort's museum and many of the suggested exhibits placed a large emphasis on the broad historical events of the War of 1812 and evolutionary history of various American flags. Only three of a total of nine rooms in the Star Fort buildings were dedicated to the history of the site, the writing of "The Star-Spangled Banner," and Fort McHenry's role as the birthplace of the national anthem. Furthermore, the large-scale, historical relief map of the site, described by one historian at the time as "the best exhibit of the bombardment of Fort McHenry" was relegated to an area next to the park's concessions stand.⁴⁴¹

STAFFING STRUGGLES AMID INCREASED VISITATION, 1941–1956

Significant funding shortages, travel restrictions for the general public, the loss of NPS personnel to the military draft, and wartime uses of Fort McHenry by the U.S. Navy and Coast Guard took a heavy toll on park operations and visitation during World War II. A junior historical technician and a junior historical aide, on temporary loan from Gettysburg National Military Park and other nearby NPS sites, acted as the provisional interpretive staff at Fort McHenry during this period, offering a very limited number of tours to the visiting public.⁴⁴² Annual attendance figures, which had grown to 686,324 by 1941, fell to 332,763 the following year. The numbers remained steady from 1943 to 1944 before climbing to 390,108 visitors by the end of 1945.⁴⁴³

As the birthplace of the national anthem, Fort McHenry's association with the U.S. Flag was heavily emphasized as a secondary interpretive theme during the war years of the 1940s. War-themed ceremonies were conducted with the military, including a display of the first captured Japanese Flags in 1942. Museum management dedicated their efforts toward collecting historic and reproduction American flags and 25 banners were amassed over the course of the decade.⁴⁴⁴

440 John A. Sachse, *Museum Development Plan, Fort McHenry National Park, Maryland* (Washington D.C.: Museum Division, National Park Service, Department of the Interior, 1938), National Archives and Records Administration, Philadelphia, PA.

441 Supervisor of Historic Sites, *Memorandum for the Director* (National Park Service, U.S. Department of the Interior, March 10, 1941), National Archives and Records Administration II, College Park, MD.

442 Russell Baker, *Narrative Report of Historical and Archaeological Technicians for the Month of June 1942* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, July 17, 1942), 1–2, National Archives and Records Administration II, College Park, MD.

443 National Park Service Public Use Statistics Office, *Fort McHenry National Monument and Historic Shrine Annual Park Visitation Report*.

444 National Park Service, Northeast Museum Services Center, *Collection Management Plan, Fort McHenry National Monument and Historic Shrine* (National Park Service, U.S. Department of the Interior, 2011), 3.

Low staffing levels and cramped museum space, which had hampered interpretive and educational services at Fort McHenry before World War II, continued to be a burden in the postwar period. The undermanned park staff was ill prepared to manage the substantial escalation in attendance at Fort McHenry during post-war years as Americans increasingly turned to the car for recreational travel. Visitation spiked from 486,528 in 1946 to 687,621 in 1951, making Fort McHenry the highest attended National Monument within the NPS.⁴⁴⁵ To accommodate the rise in automobile use, the City of Baltimore erected 115 directional signs in 1950 to better guide drivers to Fort McHenry.⁴⁴⁶

Growing numbers of school group tours at Fort McHenry were another main factor in the high rates of visitation during the 1950s (Figure 8-2). In 1951, the park's self-guided handbook was integrated into history courses for many of the Baltimore City schools and county school systems throughout Maryland. Visitor orientation of the fort tended to suffer as the school tours often precluded the attention given by interpretive guides toward individuals and smaller groups.⁴⁴⁷

In his 1952 annual report for the park, Superintendent James Rader also fretted that the popularity of the school tours prevented the interpretive staff from engaging in more comprehensive historical research.⁴⁴⁸

To augment shorthanded operations, Fort McHenry staff turned towards the use of electronic interpretive devices. An automated public address system was installed in the Star Fort buildings in 1950, but ultimately proved unsuccessful. In 1952, the NPS Museum Laboratory installed an electric map in the park museum depicting the British attack on Fort McHenry. A second, self-operated electric map of the Battle of Baltimore was added in 1954.⁴⁴⁹



Figure 8-2. Fort McHenry Interpretive Ranger with School Group, 1954 (Source: National Park Service, Harpers Ferry Center, Charles Town, WV).

445 Superintendent James W. Rader, *Annual Report for Official in Charge of Fort McHenry, 1952* Memorandum (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, June 25, 1952), 8, copy on file, Fort McHenry NM&HS Library.

446 James W. Holland, "Notes on a Study of Visitor Needs and Interpretive Methods at Fort McHenry National Monument and Historic Shrine" Memorandum, June 4, 1954, 2, National Archives and Records Administration, Philadelphia, PA.

447 Cotter, John L., *Field Observation of Visitor Needs and Interpretive Methods at Fort McHenry* (Baltimore, Maryland: National Park Service, U.S. Department of the Interior, June 16, 1954), 13, National Archives and Records Administration, Philadelphia, PA.

448 Rader, *Annual Report for Official in Charge of Fort McHenry, 1952*, 6.

449 Superintendent Robert H. Atkinson, *Annual Report of Official in Charge of Fort McHenry NM & HS Superintendent's Annual Report* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, June 1, 1955), 2, copy on file, Fort McHenry NM&HS Library.

INTERPRETATION DEVELOPMENTS IN THE MISSION 66 ERA, 1957–1966

The two most significant projects undertaken at the park during the Mission 66 program, HARP and construction of a new visitor center, would have a profound impact on interpretation at Fort McHenry. The exhaustive historical field research, and archaeological investigations by Hubert G. Smith, and HABS architectural documentation under Lee H. Nelson produced a wealth of valuable information that charted physical changes of the fort over time. The new findings would place the interpretive focus squarely on Fort McHenry as it appeared during the events of 1814 and guide further developments planned under the Mission 66 program.⁴⁵⁰

Smith's excavation of Fort McHenry's original 1803 flagstaff cross-brace emerged as the most distinguished interpretative development resulting from HARP and investigations of additional areas throughout the site provided expanded opportunities for interpretation beyond the Star Fort's walls. The *Mission 66 Master Plan* draft, which was released in January 1959, incorporated the HARP findings and proposed a program for exhibits and reconstruction to "make possible the enrichment of Park interpretation" and provide "for the better edification of the visitor."⁴⁵¹ A decision was reached to rebuild the 1803 flagstaff in its original location just a few months after the release of the *Master Plan* draft. Solicitations of bids for the project were opened on April 20, 1959. The contract was awarded on May 5, 1959 to George Pultz, President of the United States Flagpole and Equipment Company of Marlboro, New York (Figure 8-3).⁴⁵²

1961 INTERPRETIVE PROSPECTUS AND THE 1964 VISITOR CENTER

Prepared in the wake of the HARP study and just prior to the 1962 *Master Plan* and construction of the new Visitor Center in 1964, the 1961 *Fort McHenry Interpretive Prospectus* provided a detailed outline of the principal interpretation goals and procedures for Fort McHenry for the



Figure 8-3. Superintendent Walter T. Barrett Receiving the Tools used to construct the Replica Flagstaff from George Pultz, 1959. (Source: National Archives and Records Administration, Philadelphia, PA).

450 Superintendent Robert H. Atkinson, "Historical and Archeological Research Program at Fort McHenry" Memorandum to the Director, March 3, 1958, 1–2, National Archives and Records Administration, Philadelphia, PA.

451 National Park Service, "The Master Plan for Fort McHenry National Monument and Historic Shrine, Mission 66 Edition" (U.S. Department of the Interior, National Parks Service, January 1959), 3,6, copy on file, Fort McHenry NM&HS Library.

452 David D. Thompson, Jr., *Constructing the Historic Flagstaff* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, August 24, 1959), iv–v, National Archives and Records Administration, Philadelphia, PA.

Mission 66 era and beyond. The story of “The Star-Spangled Banner” served as the primary objective of interpretation at Fort McHenry. All other events were subordinated “to the degree that they add to the background and setting against which Francis Scott Key wrote his immortal lines.”⁴⁵³ Interpretation would be achieved in two distinct, yet complementary phases. Tourists arriving at Fort McHenry by automobile would be directed to the centrally located Visitor Center. The proposed facility would act as an orientation gateway to the park, preparing visitors for the secondary phase consisting of a self-guided tour route to principal points of interest marked by trailside exhibits located in the Star Fort and throughout surrounding grounds.

A second principal objective stated in the *1961 Prospectus* was the desire “to keep the fort pure in so far as practicable.”⁴⁵⁴ Interpretation of Fort McHenry’s development and history after 1814 was de-emphasized as only “supplementary” in nature or dismissed outright. These views, which had been broached earlier by park managers and historians during the mid-1950s, would come to the fore during the Mission 66 program.⁴⁵⁵ The document recommended interpretation of the cellar features in Enlisted Men’s Barracks Number 2, and installation of markers at the sites of the former 1814 auxiliary buildings that were uncovered during the HARP project. Landscape alterations would include the removal of much of the Civil War Battery to provide visitors with unobstructed views of the fort. Interpretive questions had also arisen regarding the appropriateness of more recent additions to the park, including the *Orpheus* memorial and the commemorative state markers.⁴⁵⁶ It was proposed that these structures be moved from their prominent positions along the entrance road and placed in a more inconspicuous area of the park.

Similar recommendations downplayed the anachronistic E. Berkley Bowie Firearms Collection, which was to be relocated from the main flow of visitor use on the first floor of the Enlisted Men’s Barracks Number 1 to a more peripheral location on the second floor of the building. Treatment was more forgiving of the Civil War Powder Magazine, one of the few remaining mid-nineteenth-century resources on the site. The building was to be retained during the Mission 66 improvements at Fort McHenry and potentially used as a museum or lecture hall.⁴⁵⁷

The core tenets of the 1961 Prospectus were reiterated in the *1964 Fort McHenry Master Plan*, which included a Historical Base Map and Narrative prepared from the HARP findings. In 1963, construction of the Visitor Center was completed. With annual visitation rates at Fort McHenry averaging over 550,000 between 1956 and 1961, the new multi-use facility was expected to accommodate a projected one million visitors by 1966.⁴⁵⁸ The Visitor Center introduced much needed improvements

453 George C. Mackenzie, *Interpretive Prospectus, Fort McHenry National Monument and Historic Shrine* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, March 1961), 3–4, copy on file, Fort McHenry NM&HS Library.

454 *Ibid.*, 3.

455 John L. Cotter, *Field Observation of Visitor Needs and Interpretive Methods at Fort McHenry*.

456 George C. Mackenzie, *Report on Fort McHenry, Statue of Orpheus* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, October 28, 1959), 6, copy on file, Fort McHenry NM&HS Library.

457 Mackenzie, *Interpretive Prospectus, Fort McHenry National Monument and Historic Shrine*, 8–12.

458 National Park Service, “MISSION 66 Prospectus” (Fort McHenry National Monument and Historic Shrine, April 18, 1956), copy on file, Fort McHenry NM&HS Library.

for interpretation at Fort McHenry, such as increased exhibit space and extensive use of modern, audio-visual educational programming, which was widely adopted throughout the NPS during the Mission 66 program.⁴⁵⁹ In 1964, a permanent Park Guide position was added to the interpretive staff and two student assistant historians from Northeastern University in Boston also began assisting with interpretation duties over peak visitation months during this period.⁴⁶⁰

The lobby exhibits in the Visitor Center were intended to function as an “interpretive appetizer” for visitors before viewing of the audio-visual program in the exhibit room theater, which presented the story of the bombardment of the fort and “The Star-Spangled Banner.” Seeking to instill in visitors a sense of the emotional weight experienced by Key “at dawn’s early light” in September 1814, the film concluded with a dramatic reveal of the fort, reconstructed flagpole, and U.S. Flag through the building’s large picture window.⁴⁶¹ Leaving the Visitor Center, visitors could proceed along two new circulation routes of self-guided tours throughout the monument grounds. Both the short tour of the Star Fort and the longer, winding route that included the outer water batteries, Civil War Powder Magazine, and the relocated *Orpheus* monument, were lined with wayside markers and audio stations, designed to help “spread” the services of authoritative personnel. Landscaping also served an interpretative function with the planting of a low, non-historic Japanese holly hedge to delineate the 1814 historic boundaries in the larger site.

While interpretive services at Fort McHenry benefited from a modest increase in staffing, development of the Visitor Center, and other park improvements, a large portion of the educational and research potential of HARP remained unfulfilled. From the nearly 2,000 artifacts uncovered by archaeologist Hubert G. Smith at Fort McHenry in 1958, only the excavated flagstaff cross brace and a fragment of a British bomb were placed on exhibit. The enlisted men’s barracks cellar kitchen in 1966: however, this area was also not opened for interpretation and was eventually filled in due to constant problems with ground water flooding.⁴⁶²

EVOLUTION OF LIVING HISTORY AND THE FORT MCHENRY GUARD, 1968–1990

The 1968 Fort McHenry Master Plan introduced a number of long-term recommendations associated with interpretation and visitor services. Many proposals, such as the construction of secondary interpretive facilities and removal of “distracting, obtrusive elements” (namely, the *Orpheus* and Armistead monuments), were never implemented. Other elements would come to the forefront over the next decades as the NPS sought to broaden the interpretive context for Fort McHenry. These included: the development of off-site interpretation and lecture programs; exploration of the

459 Barry Mackintosh, “Interpretation in the National Park Service: A Historical Perspective” (National Park Service, U.S. Department of the Interior, 1986), http://www.cr.nps.gov/history/online_books/mackintosh2/index.htm.

460 National Park Service, “A Master Plan for Fort McHenry National Monument and Historic Shrine” (Office of Resource Planning, Washington, D.C., 1968), 53, copy on file, Fort McHenry NM&HS Library.

461 Mackenzie, *Interpretive Prospectus, Fort McHenry National Monument and Historic Shrine*, 22–23.

462 Anna R. von Lunz, “Overlooked Heritage in a National Park: Managing Protection of Archeological Resources at Fort McHenry National Monument and Historic Shrine” (Goucher College, 1999), 58,66.

fort's secondary themes associated with the Revolutionary War and use after 1814; and potential incorporation of harbor tours to provide views of the fort from where Francis Scott Key witnessed the 1814 bombardment.⁴⁶³

Introduction of the Fort McHenry Military Tattoo Ceremony would precede the development of a living history program at the park. The living history concept was rooted in the historic firearms demonstrations, which began at Chickamauga and Chattanooga National Military Park and Antietam National Battlefield Site in 1961. NPS Director George Hartzog strongly embraced the program, recommending in 1968 that all historic areas experiment with interpreters wearing historic period dress.⁴⁶⁴ The living history program became the most noteworthy interpretive development to emerge at Fort McHenry in the 1970s.



Figure 8-4. Fort McHenry Interpretive Ranger Giving a Living History Presentation, Circa 1980 (Source: NPS Digital Image Archive, www.nps.gov).

The Interpretation Division at Fort McHenry established a basic living history program in the summer of 1968. Black-powder firing demonstrations in the Star Fort were held three times daily over the peak summer months by two rangers dressed as 1814 American soldiers and using muskets from the Bowie Firearms Collection (Figure 8-4).⁴⁶⁵ The NPS's designation of Fort McHenry as a Bicentennial Area for the 200th Anniversary of the American

Revolution would have a significant impact on visitation levels during the 1970s. Despite the energy crises, average annual attendance at the fort between 1970 and 1975 stood at approximately 525,000. Those numbers rose to nearly 600,000 in 1975 and reached 709,100 in 1976 in large part due to the Revolutionary War bicentennial celebrations.⁴⁶⁶ They would fall to 430,900, but remain steady at the close of the decade, averaging over 530,000 between 1978 and 1979.

Living history at Fort McHenry was expanded with the inauguration of the VIP program in 1973. Volunteer re-enactors, both male and female, assisted interpretive rangers with living history presentations at Fort McHenry during peak seasonal months and in ceremonies held during special

463 National Park Service, "A Master Plan for Fort McHenry National Monument and Historic Shrine," 56–58.

464 Mackintosh, "Interpretation in the National Park Service: A Historical Perspective."

465 Thomas E. Whitcraft, "To Miss Paula G. Hamilton," July 17, 1969, copy on file, Harper Ferry Center, Center for Media Services; Paul Plamann, "Personnal Communication," December 2, 2011.

466 National Park Service Public Use Statistics Office, *Fort McHenry National Monument and Historic Shrine Annual Park Visitation Report*.

events and holidays, including Flag Day, Independence Day, and Defenders' Day. Volunteers also played a large role supporting permanent staff with fee collection and visitor assistance duties during the fort's Bicentennial celebrations in 1975 and 1976. Male living history performers during this period donned 1812 reproduction Maryland Militia Artillery uniforms, while female volunteers played the roles of junior officers' wives, performed early chores and crafts, and informed visitors about early nineteenth-century barracks life at Fort McHenry.⁴⁶⁷ In 1977, during the height of the American Bicentennial, the NPS established the Historic Weapons Program. Since the 1980s, the park has had five weapons officers on staff.

Redevelopment of the Inner Harbor and water shuttle service to the park produced a rise in attendance at Fort McHenry in the 1980s. Visitation jumped by almost 9.5 percent between 1980 and 1981 to 672,541. These numbers would climb to 810,114 by 1986 before the NPS instituted a more accurate counting system in 1987, which resulted in an estimated attendance rate of 546,360, a 33 percent adjusted decrease for that year.⁴⁶⁸ Yet, visitation remained high over the course of the decade as Fort McHenry prepared for the 175th Anniversary of the Battle of Baltimore and "The Star-Spangled Banner" in 1989. The higher rates in attendance and dwindling budgets during this period exacerbated a number of problems at the fort, as park management and staff grappled with overcrowding in the Visitor Center, increased traffic, and deterioration of the historic fabric of the Star Fort buildings and structures.

Interpretation developments at Fort McHenry during the 1980s were primarily marked by the creation of the Fort McHenry Guard and revisions to the park's educational program and exhibits, which had not been updated since the Mission 66 era of the early 1960s. The Fort McHenry Guard synthesized the martial ceremony of the Fort McHenry Tattoo with living history interpretation to portray the defenders of the fort during the Battle of Baltimore in 1814. The original unit consisted of Fort McHenry NPS staff and 30 "specially recruited" VIP members who were trained according to "Smyth's Regulations" for military drill instruction and dressed in historically accurate, reproduction uniforms of the War of 1812. No firing demonstrations were held in the early years of the outfit due to safety concerns. During its successful first year of operation, volunteers contributing over 150 hours, primarily on weekends, during the summer months from July through August. Guard members participated in the Fort McHenry Tattoo, Flag Day, Fourth of July, and Defenders' Day celebrations, weekend flag ceremonies, and a host of other events held both in and outside the park.⁴⁶⁹

In 1981, the Harpers Ferry Center and park staff began work to design a new Exhibit Plan for Fort McHenry. A new film was introduced in the Visitor Center program and 25 new interpretive wayside panels were installed throughout the park grounds in 1985. Renovation of the exhibits was accompanied by a greater effort among the interpretive staff to inform visitors through expanded programs and

467 Superintendent Harry L. O'Bryant, *Annual Report, CY 1973* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, n.d.), 2, copy on file, Harper Ferry Center, Center for Media Services.

468 National Park Service Public Use Statistics Office, *Fort McHenry National Monument and Historic Shrine Annual Park Visitation Report*.

469 Superintendent Juin Crosse-Barnes, *Annual Reports - Fort McHenry - CY 1982* (Baltimore: Fort McHenry National Monument & Historic Shrine, February 7, 1983), 2, copy on file, Fort McHenry NM&HS Library.

guided activities of the importance of Fort McHenry's secondary themes, including its association with the U.S. Flag, the fort's history as part of the nineteenth-century harbor defense systems, the Civil War, and its use as an Army Hospital in World War I. In addition, more attention was given towards the roles African Americans and women played in the history of Fort McHenry and improved access for those visitors with physical disabilities.⁴⁷⁰

Even as the NPS took steps to broaden interpretation of the fort beyond the events of 1814, other elements of its history still remained problematic. The 1988 Amendment to the 1968 Master Plan sought to provide "an atmosphere and information that instills... appreciation of Fort McHenry as a memorial to the events that occurred there." To accomplish this goal, the document proposed reduced lawn mowing to discourage recreational uses of the park and again recommended the removal of elements in the park's landscape it deemed as visual "intrusions on the historical scene." These included many early twentieth-century and Mission 66-era commemorative plantings, markers, and monuments.⁴⁷¹ While the hedge delineating the 1814 boundary was removed, the lawn maintained a "manicured" appearance. In addition, historic plantings of groves were not maintained and lost context.

EXPANDED INTERPRETATION, 1990-2010

The increases in visitation during years leading up to 175th Defenders' Day Anniversary in 1989 were followed by a decline in attendance during early 1990s. Annual visitation at Fort McHenry would reach a 16-year low with only 518,439 coming to the park in 1993. A 1991 visitor survey conducted by students of Yale University School of Forestry's "Urban Resources Initiative" and released in 1993 provided a detailed analysis of park visitation data. The survey identified that peak seasons were becoming busier due to increased publicity, with half of the visitors (either school groups or individuals) coming from the greater Baltimore area.⁴⁷² By 1996, visitation had grown to 610,932 and would reach over 690,000 by the end of the decade.⁴⁷³ Longstanding administrative and interpretive problems resulting from the crowded and outdated 1964 Visitor Center would become an overriding issue for park personnel as Fort McHenry moved into the twenty-first century.

In 1992, the interpretive staff revised its personal services programs with the introduction of five new topics to the interpretive programs relating to the architectural function of Fort McHenry, its development and use over time, the Civil War, and the history of its heavy artillery.⁴⁷⁴ A draft of the Fort

470 Terry M DiMattio, "Fiscal Year 1984 Statement For Interpretation and Visitor Services, Fort McHenry National Monument and Historic Shrine" (Department of the Interior, National Park Service, 1984), 13–15, 20, copy on file, Fort McHenry NM&HS Library.

471 National Park Service, "Amendment to the 1968 Master Plan and Environmental Assessment" (Denver Service Center, Denver, CO, September 1988), 1–2, copy on file, Fort McHenry NM&HS Library.

472 Superintendent John W. Tyler, *Fort McHenry National Monument and Historic Shrine, Hampton National Historic Site 1993 Annual Narrative Report* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1994), copy on file, Fort McHenry NM&HS Library.

473 National Park Service Public Use Statistics Office, *Fort McHenry National Monument and Historic Shrine Annual Park Visitation Report*.

474 Superintendent John W. Tyler, *Fort McHenry National Monument and Historic Shrine, Hampton National Historic Site, 1992 Annual Narrative Report* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1992), 2, copy on file, Fort McHenry NM&HS Library.

McHenry *Long Range Interpretive* (LRI) Plan was released the following year, the first substantial update of the park's interpretive program since the *1961 Interpretive Prospectus*. It acknowledged the challenges facing Fort McHenry in an environment of reduced federal spending and increased visitation that placed a strain on park staff and its facilities, making "quality interpretation difficult." The plan suggested a renovation of exhibits and furnishings in the Star Fort Buildings and development of new exhibits documenting the excavation of the 1803 flagstaff, the water batteries, and the fort's history during World War II.

Between 1995 and 2004, the multi-year archeological and architectural restoration project at Fort McHenry. Commonly referred to as the Comprehensive Plan, it was prominently incorporated into the park's interpretive program. Two wayside exhibits entitled "Wall to Wall Restoration," were installed to illustrate the methods and objectives of the construction work.⁴⁷⁵

Living history interpretation of Fort McHenry's role during the Civil War was explored further with the introduction of "The Encampment at Fort McHenry," a three-day re-enactment program held in April 1993. The successful event included 100 volunteers from throughout the Mid-Atlantic Region and became an annual occurrence at Fort McHenry over the course of the 1990s.⁴⁷⁶ In 1993, Ranger Scott Sheads received training to become Fort McHenry's Historic Weapons and Black Powder Officer and park personnel developed a *Historic Weapons and Black Powder Manual Training Guide* in 1996 to assist with firing demonstrations of period small arms and artillery. The first annual War of 1812 Weekend was held at Fort McHenry in 1997, starting a shift back to "The Star-Spangled Banner" as a main interpretive theme of the park. The next year, a new interpretive program was developed on privateering in Baltimore during the War of 1812.

Visitation at Fort McHenry received a boost following the terrorist attacks on September 11, 2001 then began a slight decline from previous years; averaging just over 630,000 annually between 2001 and 2006.⁴⁷⁷ The park's new *Comprehensive Interpretive Plan/Long Range Interpretive Plan* (CIP) was completed in 2003. The document was designed to provide interpretive guidance for park operations over the next decade in preparation for the upcoming bicentennial events, design and construction of a new visitor center facility, and the designation of the Star-Spangled Banner National Historic Trail. Future interpretation of the history and significance of Fort McHenry would move beyond the confines of the Star Fort to include the surrounding cultural landscape, and its relationship with the City of Baltimore and the greater Chesapeake Region.

In 2001, Fort McHenry was designated as a Chesapeake Bays Gateways Partner (CBGP) and began working with non-profit partners to develop interpretive programs of the Chesapeake Bay's maritime history. A partnership with the Pride of Baltimore, Inc. and creation of new living history unit with CBGP funds, the U.S. Chesapeake Flotilla, sought to expand interpretation of the events of 1814 at the fort and onboard the reconstructed,

475 Scott S. Sheads, *A Summary: "The Comprehensive Plan: Fabric Analysis and Treatment Recommendations"* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1994), 2, copy on file, Fort McHenry NM&HS Library.

476 Tyler, *Fort McHenry National Monument and Historic Shrine, Hampton National Historic Site 1993 Annual Narrative Report*, 8.

477 National Park Service Public Use Statistics Office, *Fort McHenry National Monument and Historic Shrine Annual Park Visitation Report*.



Figure 8-5. Baltimore Mayor Martin O'Malley and Superintendent Laura E. Joss Review the Fort McHenry Guard During Tattoo Ceremony, 2003 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

early nineteenth-century Baltimore clipper schooner.⁴⁷⁸ In the following year, the NPS installed three wayside exhibit markers to interpret the ecological importance and function of the tidal wetlands adjacent to the fort. Additional CBGN funding was used to develop new wayside exhibits and a living history program for interpretation of the function and importance of the reconstructed 1814 Water Battery platform.

The popularity and public profile of the Fort McHenry Guard also continued to grow during the 2000s. Funding grants through the CBGN in 2001 allowed for the expansion of the Guard with

additional members portraying sailors of the Chesapeake Flotilla who assisted in the defense of Fort McHenry during the bombardment in 1814. Former Baltimore Mayor (and later Governor of Maryland) Martin O'Malley was made an honorary Colonel of the Fort McHenry Guard during The Star-Spangled Banner Weekend festivities in 2003 (Figure 8-5). For its outstanding volunteer service, NPS Director Fran Manella presented the Fort McHenry Guard with the George B. Hartzog Jr. Award in 2005 and two years later in January 2007, the unit participated in Governor O'Malley's inauguration parade in downtown Annapolis.

As the decade progressed, interpretive staff continued with the implementation of the CIP, preparing new visitor brochures and revising existing materials. Work continued with rehabilitation of Fort exhibits and coordinating with regional partners in planning for the Bicentennial of the War of 1812 and development of the Star-Spangled Banner National Historic Trail. Publication of the *Cultural Landscape Report for Fort McHenry* (CLR) by the NPS Olmsted Center for Landscape Preservation documented the evolution of the fort's landscape over its 300-year history and identified features contributing to its historical significance. In 2006, the park hosted the "Young Defenders" youth educational program in partnership with the City of Baltimore Public Schools and a Yuletide living history event during the holiday season.⁴⁷⁹ Members of Fort McHenry's interpretive staff began providing tours of the Baltimore National Heritage Area in 2010 as part of a pilot study program.

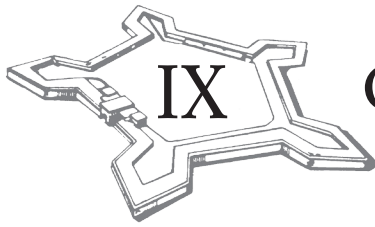
478 Superintendent Laura Joss, *Fort McHenry National Monument and Historic Shrine, State of the Park Report FY 2001* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2002), 2, copy on file, Fort McHenry NM&HS Library.

479 Superintendent Gay E. Vietzke, *Fort McHenry National Monument and Historic Shrine, The Year in Review - Fiscal Year 2006* Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2006), 3, On File in Fort McHenry Library.

The new Visitor Center and Education Building opened on March 3, 2011, fulfilling a critical need for Fort McHenry on the eve of the War of 1812 Bicentennial celebrations. Sited outside of the park's 1814 historic zone, with a modern design to accommodate a projected one million visitors a year, the two-story, 17,200-square-foot facility dwarfed the cramped confines of the original, 5,700-square-foot 1964 Visitor Center. The new building featured improved visitor services including an expanded lobby, concessions, and Americans with Disabilities Act (ADA)-accessible bathrooms.

The opening of the Visitor and Education Center in 2011 marked a new phase for interpretive services. With its vastly improved visitor amenities and new exhibit galleries, the facility rectified many of the infrastructure problems that had long plagued operations at Fort McHenry. Three exhibit galleries employed modern, touch-screen technology to tell the stories of the War of 1812, Francis Scott Key's authorship of "The Star-Spangled Banner," and the entwined, symbolic importance of the national anthem and the U.S. Flag. A new updated film, using modern digital effects combined with historical re-enactment, provided an immersive experience for the viewer, making them witness to the bombardment of Fort McHenry and Key's writing of "The Star-Spangled Banner." As with the previous building, the presentation culminated with the reveal of the fort with the U.S. Flag flying overhead.

The new facility also allowed for an expanded interpretation of the Star Fort. Collections that had long been housed in the Star Fort and in storage were relocated to the Visitor and Education Center and new wayside panels were installed along the trail between the new building and the fort to provide interpretation of the park's archaeological sites located along the way, including foundation markers of the hospital and stables.



IX Commemoration and Memorialization at Fort McHenry

As a monument to the Battle of Baltimore and the birthplace of “The Star-Spangled Banner,” Fort McHenry embodies the concepts of commemoration and memorialization of the past. Commemoration is a social process, usually based in ceremony, and evolves over time. Memorialization of historic events and individuals, through the dedication of monuments and plaques, is a permanent expression of remembrance that often reflects the cultural and political ideologies of the periods in which the objects were erected. The monuments and commemorative practices at Fort McHenry, many of which predated NPS management of the site, have often influenced park planning, development, and interpretation. Special events, including military tattoos, Defenders’ Day, and living history programs, support the story of Fort McHenry and provide a platform for the park to present itself to the public.

EARLY FORMS OF REMEMBRANCE, 1815-1913

Still flush with victory a year after the repulse of invading British military forces at the Battle of North Point and bombardment of Fort McHenry, Baltimore residents held their first annual commemoration and memorialization of those historic events on Defenders’ Day, September 12, 1815. To open the ceremonies, Lieutenant Colonel George Armistead, the celebrated commander of Fort McHenry, laid the cornerstone for the planned Battle Monument on Calvert Street in downtown Baltimore. Other memorial activities held throughout the day were accompanied by the singing of “The Star-Spangled Banner” and included a patriotic array of fireworks, military salutes, and speeches honoring the city’s citizen soldier veterans.⁴⁸⁰

For much of the nineteenth century, Fort McHenry shared its role in yearly Defenders’ Day services with sites throughout the city, including the Flag House, Monument Square, Federal Hill, and most notably, the North Point Battlefield. In 1889, the first documented mock bombardment of the fort was staged before thousands of spectators as part of the extravagant, weeklong Defenders’ Day celebrations marking the Seventy-fifth anniversary of the Battle of Baltimore and “The Star-Spangled Banner.” This period marked the end of an era; however, as the aged Defenders became fewer in number, and the mantle of remembrance was passed on to their descendants.

Local historical societies, civic organizations, and patriotic groups, many of which included the sons, daughters, and grandchildren of the 1814 Defenders, drove the initial efforts to preserve Fort McHenry as a national park and “a shrine of patriotism hallowed by sacred memories...[as] the scene that

480 Scott S. Sheads and Anna R. von Lunz, “Defenders’ Day, 1815-1998: A Brief History,” *Maryland Historical Magazine* 93, no. 3 (Fall 1998): 301–325.

inspired Key to write his immortal anthem, "The Star-Spangled Banner."⁴⁸¹ The campaign established a foothold in the 1890s and would gain greater traction after the turn of the century. Appeals for the installation of memorials at Fort McHenry to permanently honor Francis Scott Key, Lieutenant Colonel George Armistead, and the garrison's defenders were proposed as early as 1905.⁴⁸² Three years later, the Maryland General Assembly officially declared Defenders' Day a statewide holiday in 1908.⁴⁸³ That same year, proposals floated by the War Department to convert the fort into an immigration station or quarantine facility spurred members of the Society of the War of 1812, the Baltimore Chapter of the Daughters of the American Revolution (D.A.R.), and Daughters of the War of 1812 into action.⁴⁸⁴ Calling Fort McHenry, a "spot hallowed by genius," they renewed their efforts to preserve the historic military site.⁴⁸⁵

PUBLIC COMMEMORATION AND MEMORIALIZATION AT FORT MCHENRY, 1914-1932

Commissions for public memorials at Fort McHenry were undertaken in anticipation of the weeklong slate of events scheduled for the National Star-Spangled Banner Centennial Exposition in September 1914. Events were moved to the city that year as a means to boost tourism and promote civic pride, setting the trend of Defenders' Day as a "city" event.⁴⁸⁶ The 100th Anniversary also coincided with the drive to officially designate "The Star-Spangled Banner" as the official national anthem and the War Department's conveyance of the fort to the City of Baltimore for use as a municipal park.⁴⁸⁷ The federal government also appropriated \$75,000 in congressional funding for the design and construction of a memorial to Francis Scott Key on the grounds as part of the centennial celebrations.

The first monuments placed at Fort McHenry were rooted in the neoclassical aesthetic and sculptural traditionalism of the City Beautiful Movement. A dominant architectural and planning philosophy of the early twentieth century that was often sponsored by the political and private elite, the movement promoted urban beatification as a means of fostering civic and moral virtue. Baltimore Mayor James H. Preston commissioned the Olmsted Brothers landscape architecture firm to prepare a planning study addressing future development at the fort. The plans developed by Frederick Law Olmsted, Jr. for Fort McHenry were strictly commemorative in their design and did not attempt to replicate the grounds as they were during the bombardment in 1814. While never implemented, recommendations sought to combine picturesque, curvilinear walking paths with classically derived City Beautiful elements that emphasized axial corridors terminating in vistas of the fort and symmetrical arrangements of buildings, monuments, and landscape features.⁴⁸⁸

481 "Gibraltar of Baltimore," *The Sun*, March 16, 1897, 10.

482 "Wants Key Statue in Fort," *Baltimore Sun*, May 10, 1905.

483 Sheads and Von Lunz, "Defenders' Day, 1815-1998: A Brief History," 307,309.

484 "Hold the fort, The Plea," *The Sun*, June 21, 1908, 12.

485 "On Hallowed Ground," *The Sun*, May 21, 1908, 13; "The D.A.R. Should Construct A Proper Memorial At Fort McHenry," *The Sun*, April 26, 1909, 4.

486 "Asks Aid of All For 1914," *The Sun*, November 11, 1909, 11.

487 "To Celebrate in 1914," *The Sun*, March 15, 1910, 14.

488 Mark Davison and Eliot Foulds, *Cultural Landscape Report for Fort McHenry National Monument and Historic Shrine* (Brookline, Massachusetts: Olmsted Center for Landscape Preservation, 2004), 81-82.

As part of the weeklong events held during the 1914 Centennial commemoration, a number of monuments were dedicated on the grounds of Fort McHenry. On the morning of September 9, 1914, the Maryland Society of the Daughters of the War of 1812 unveiled a canon monument mounted in the Water Battery that honored of the American privateers who defended Fort McHenry.⁴⁸⁹ The following day, the Maryland Society of the D.A.R. dedicated a large, memorial plaque commemorating Francis Scott Key and the “The Star-Spangled Banner” with Key’s oldest living grandson and the Governor of Maryland in attendance. German-born sculptor Hans K. Shuler designed the shield-shaped plaque, which was prominently mounted on the outside wall of the sally port, near the fort entrance.⁴⁹⁰ The centennial celebrations concluded at Fort McHenry on Defenders’ Day, September 12, with the formal dedication of a bronze and granite monument for Lieutenant Colonel George Armistead. Commissioned by the Society of the War of 1812 in Maryland and designed by artist Edward Berge, the Armistead statue was placed near the Water Battery, overlooking the outer harbor area where the British fleet had staged their bombardment of the fort 100 years earlier. At the unveiling, 6,400 Baltimore schoolchildren clad in red, white, and blue capes formed a human flag and sang “The Star-Spangled Banner (Figure 9-1).”⁴⁹¹

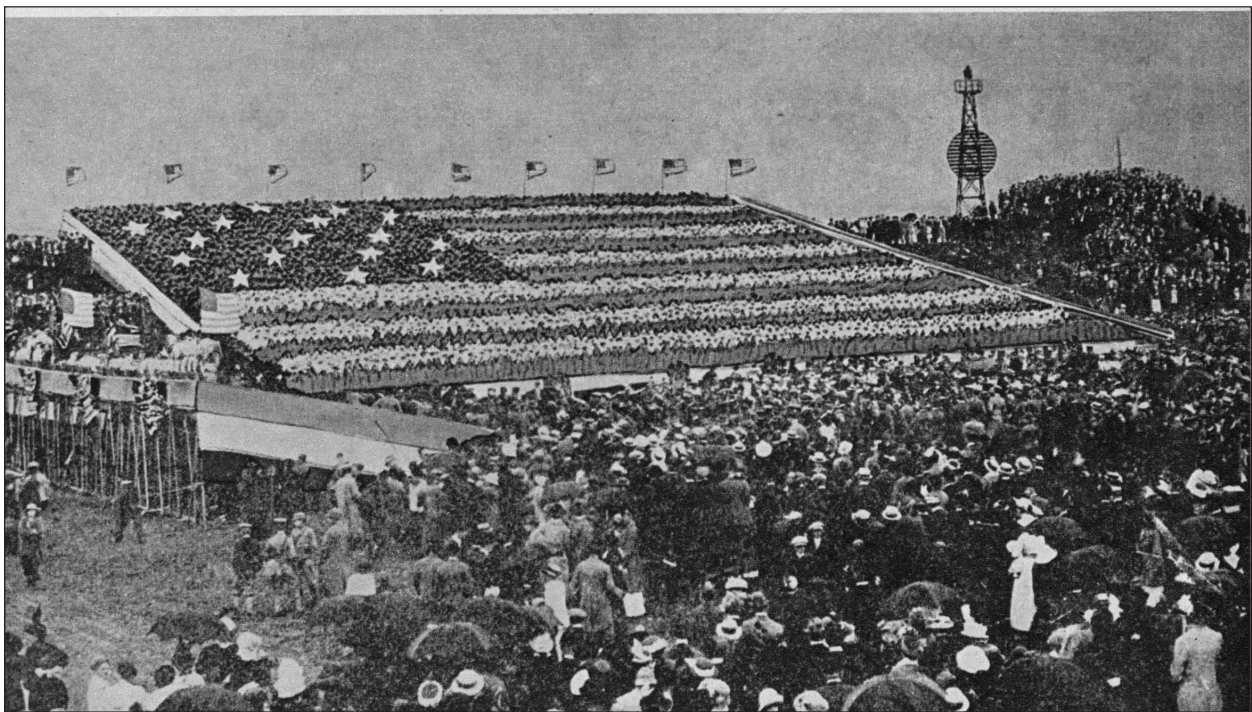


Figure 9-1. Baltimore Schoolchildren Forming the “Human Flag” during the Defenders’ Day Centennial Celebrations, 1914 (Source: *Baltimore Sun* Sunday Magazine, September 13, 1964. Copy on File Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

489 L.M. Leisenring, *Fort McHenry, MD: Brief History as Shown by Records in The Adjunct General’s Office*, Compiled from War Department and other records, March 12, 1929, 11, National Archives and Records Administration II, College Park, MD.

490 “Honored By the D.A.R.,” *The Sun*, September 11, 1914.

491 “Old Fort the Mecca,” *The Sun*, September 13, 1914, 7.

The memorial markers and Armistead statue were joined six years later by the installation of the Francis Scott Key Monument at Fort McHenry in 1922. The project was originally funded in 1914 with \$75,000 from a congressional appropriations bill. The work, by the American-born, classically trained sculptor Charles H. Niehaus was selected in 1916 by the Federal Fine Arts Commission from among 34 submitted entries.⁴⁹² However, construction and full financing of the project was delayed until after World War I.

Forsaking the figurative for the symbolic, Niehaus' winning entry, *Orpheus with the Awkward Foot*, was designed as an allegorical tribute to Francis Scott Key and his inspiration for writing "The Star-Spangled Banner." The neoclassical monument featured a 24-foot bronze figure of *Orpheus* playing a lyre set atop a 15-foot, circular pedestal of Tennessee pink marble decorated with a frieze in low relief of a dedication to and portrait of Key.⁴⁹³ President Warren G. Harding dedicated the work in one of the first nationwide radio broadcasts to the country on Flag Day, June 14, 1922 (Figure 9-2).⁴⁹⁴

Conspicuously located in a designed circular drive set in the middle of Fort Avenue, the colossal *Orpheus* statute visually dominated the main approach to Fort McHenry. The monument sparked controversy among the Baltimore public. An art critic of the period lauded the piece for its metaphoric representation rather than "presenting the world with one more unlovely portrait of a 'mere man.'" ⁴⁹⁵



Figure 9-2. President Warren G. Harding Addressing Crowds at Fort McHenry at the Dedication of the Francis Scott Key Memorial, June 14, 1922 (Source: National Archives, Philadelphia, PA).

Others found fault with the artist's rendering of the nude male form, while many visitors were confused by the piece, often mistaking it as a literal portrayal of Francis Scott Key.⁴⁹⁶

Public memorialization continued to be strongly promoted by local civic organizations and Army superintendents during War Department's management of Fort McHenry National Park from 1925 to 1933. The

492 Mackenzie, "Report on Fort McHenry, Statue of Orpheus," 1, 3-4.

493 "Fort McHenry: *Orpheus*" (National Park Service, Department of the Interior, n.d.).

494 George C. Mackenzie, *Report on Fort McHenry, Statue of Orpheus* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, October 28, 1959), copy on file, Fort McHenry NM&HS Library.

495 "Key Memorial To Be Unveiled at Fort in June," *The Sun*, May 28, 1922, SN12.

496 Mackenzie, *Report on Fort McHenry, Statue of Orpheus*.

111th Anniversary of Defenders' Day in September 1928 served as the official dedication of Fort McHenry National Park. Speaking before 20,000 people on hand to witness the ceremony, Secretary of War Dwight F. Davis proclaimed the fort a memorial to the national anthem and a shrine to patriotism. In the evening, that number swelled to over 50,000 as residents of Baltimore gathered to watch the fireworks display over the fort.⁴⁹⁷

A second memorial period started at Fort McHenry in 1931 with the introduction of cherry trees and an elm on the park grounds to celebrate the bicentennial anniversary of George Washington's birth. In October of that year, 1,500 black and white Baltimore schoolchildren planted 152 cherry trees representing each of the city's public schools. Those planted by the "colored" schools were arranged in a grove located on the east side of the fort. Trees representing the white schools were planted to the west.⁴⁹⁸ Plans to establish the cherry groves at Fort McHenry predated the bicentennial and were originally proposed as a means of creating a visitor attraction in Baltimore similar to Washington D.C.'s popular cherry trees, which were planted around the Potomac Park Tidal Basin in 1912.

On Defenders' Day in 1932, 80 bronze tablets donated by the National Society of the United States Daughters of the War of 1812 were unveiled at Fort McHenry. The Governor of Maryland dedicated 48 state markers, which were installed next to the representative oak trees lining Fort Avenue. The series of tablets honoring the fort's 1814 defenders and plaques identifying the historic functions of the Star Fort buildings were also presented during the ceremonies. While park manager Colonel Alvin K. Baskette viewed these formal expressions of memorialization as a means to "foster Americanism," the objects had little, or no historical association with Fort McHenry and its landscape.⁴⁹⁹

CHANGES IN MEMORIALIZATION UNDER THE NPS, 1933–1964

In the 1930s, a series of factors contributed to a shift from the Battle of North Point as the focal point for Defenders' Day activities in Baltimore to Fort McHenry. Congressional designation of "The Star-Spangled Banner" as the official national anthem in 1931 substantially enhanced the public profile of the fort. Meanwhile, increased automobile use and industrial expansion contributed to urban sprawl in metropolitan Baltimore that consumed the historic setting of the North Point Battlefield site over the course of the decade. The 125th Anniversary of Defenders' Day in 1939 and Congressional re-designation of Fort McHenry as a National Monument and Historic Shrine, the only area within the National Park system to possess this dual distinction, further underscored the national significance of the site.⁵⁰⁰

497 Leisenring, *Fort McHenry, MD: Brief History as Shown by Records in The Adjunct General's Office*, 12; "50,000 Watch Bombardment at M'Henry," *The Sun*, September 13, 1928, 28.

498 "1,500 Children Pay Tribute To Washington," *The Sun*, October 25, 1931, 3.

499 Colonel Alvin K. Baskette, "Improvements at Fort McHenry," September 12, 1931, 3, Society of the War of 1812 in the State of Maryland Collection, Special Collections Department, Langsdale Library, University of Baltimore.

500 Sheads and Von Lunz, "Defenders' Day, 1815-1998: A Brief History," 311.

Following the administrative transfer of Fort McHenry to NPS management under the Department of the Interior, traditional public memorialization at the site effectively came to an end. With funding and manpower resources committed toward the ongoing restoration of the park, the commemorative emphasis was placed on the Star Fort itself, one of the few remaining memorial vestiges that honored the historic events of 1814.

Commemoration of Defenders' Day at Fort McHenry remained well attended throughout the Great Depression but took on more muted tones after the start of World War II. In 1942, the fort played host to the annual observance with a live radio broadcast of mass armed services inductions and the dedication of the new U.S. Coast Guard Training Station on the site.⁵⁰¹ To mark the end of the conflict, a joint celebration of V-J Day and Defenders' Day was held at Fort McHenry in September 1945. The ceremonies signaled a return to the pomp and pageantry and an estimated crowd of 50,000 spectators turned out to witness a day of parades, speeches, military airs, and ending with the mock bombardment of the fort in the evening.⁵⁰²

In subsequent years, commercialization of Defenders' Day at Fort McHenry became a concern among NPS officials as the city and private organizations assumed larger roles in the planning and presentation of events. Celebrations were nearly marred when exploding rocks and burning paper rained down on spectators and the fort during the bombardment spectacle in 1947. The incident prompted Superintendent James Rader to contact the Regional Director for guidance on how to dissuade "such wild parties" and absolve the NPS of responsibility from future liabilities.⁵⁰³ The issue would be revived in later decades as Fort McHenry staff sought to properly weigh commemorative and recreational uses of the site.

By the end of World War II, the generation of Baltimoreans that had been instrumental in fighting for the preservation of Fort McHenry as a national park in the early twentieth century had largely passed. Earlier methods of remembrance and commemoration through the erection of public monuments had grown considerably outdated with one architectural critic noting that, "the notion of a modern monument is a veritable contradiction in terms."⁵⁰⁴ The social resonance behind the bronze plaques and monuments at Fort McHenry had begun to fade; however, new forms of commemoration would take their place, more firmly rooted in the authentic history and immediate symbolism of the site.

With the profusion of patriotic sentiment in the aftermath of the war, Fort McHenry became more closely associated with the imagery of the U.S. Flag and the annual commemoration of Flag Day. Responding to public demand, on January 31, 1947, Hillory A. Tolson, Acting Director of the

501 "Celebration Planned For Defenders' Day," *The Sun*, September 7, 1942, 5.

502 "45,000 See Fort McHenry 'Attack' In Observance of Defenders' Day," *The Sun*, September 13, 1945, 30.

503 Superintendent James W. Rader, "Memorandum for the Regional Director, Region One," August 23, 1948, National Archives and Records Administration II, College Park, MD.

504 Kirk Savage, "History, Memory, and Monuments: An Overview of the Scholarly Literature on Commemoration" (Organization of American Historians and the National Park Service, 2006), <http://www.nps.gov/history/history/ressedu/savage.htm>.

NPS, authorized Fort McHenry to continuously fly the U.S. Flag “‘to produce a patriotic effect’ in commemoration of the writing by Francis Scott Key of the words of our national anthem.”⁵⁰⁵ The annual observance of Flag Day, which in Baltimore had long been associated with the “Star-Spangled Banner” and Fort McHenry since the late nineteenth century, took on a greater resonance one year later, when a presidential proclamation issued by President Harry S. Truman on July 2, 1948, officially sanctioned the flag’s constant display at Fort McHenry as a “perpetual symbol of our patriotism.”⁵⁰⁶ The following year, President Truman signed congressional legislation officially designating June 14 of each year as National Flag Day.

Archaeology and research undertaken as part of HARP during the Mission 66 program in the late 1950s and early 1960s initiated a move toward a more accurate portrayal of the history of Fort McHenry. The construction in 1959 of the replica flagstaff at its original site created a new focal point for commemorative services and special events. The significance of the flagstaff was underscored with the first official raisings of the nation’s 49-and 50-star flags, which were held during midnight ceremonies at Fort McHenry in 1959 and 1960 (Figure 9-3).



Figure 9-3. U.S. Secretary of the Interior Fred A. Seaton (Left) Hoisting the First 50-Star U.S. Flag, July 4, 1960 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

Conversely, new interpretation also resulted in a devaluation of the earlier commemorative features at Fort McHenry. The *Orpheus* and Armistead monuments, as well as the bronze state markers and plaques were now viewed as visual intrusions on the park’s historic landscape. With the increase in automobile use at Fort McHenry in the post-war era, *Orpheus*, had also developed into a significant traffic hazard, causing several accidents near the circle. The sculptures were removed from their prominent locations near the entrance road and outer battery and placed in more discreet settings on the fort grounds.

In September 1964, Secretary of the Interior Stewart Udall dedicated the new Visitor Center at Fort McHenry as part of the Star-Spangled Banner Sesquicentennial to mark the 150th Anniversary of Defenders’ Day. Many of the planned events around the city were hampered by poor weather and

505 Hillory A. Tolson, “Memorandum for the Custodian,” February 17, 1947, National Archives and Records Administration II, College Park, MD.

506 U.S. President, Proclamation, “Display of the Flag at Fort McHenry National Monument and Historic Shrine, Proclamation 2795,” *Federal Register* 13, 1948.

low turnout that year, prompting local media to remark on the decline in popularity of the long-running secular holiday among the residents of Baltimore and Maryland.⁵⁰⁷ The ceremony at Fort McHenry, however, was highlighted by fireworks and the raising of a full-size replica of the 1814 Battle Flag measuring 30x42 feet on the fort's flagstaff. Although first raised in 1959 at the fort, the large flag was intermittently flown for special events. In subsequent years, the replica 15-star and 15-stripe, 1814 Battle Flag was flown whenever weather and visitation allowed, becoming a distinct and enduring symbol associated with Fort McHenry.

COMMEMORATION THROUGH LIVING HISTORY, 1965-1989

Interpretation continued to influence commemoration and memorialization at Fort McHenry in the latter-half of the twentieth century, particularly through the use of military ceremonies and living history. Formation of the Fort McHenry Tattoo by volunteers from the Marine Barracks at Fort Meade quickly became a popular weekly attraction among park visitors when the program began in the summer of 1965. To honor the Defenders of Fort McHenry and the American Flag, the 35-minute, evening ceremony was performed with symbolic 1812 drill maneuvers, marching music, and a rendition of the national anthem.⁵⁰⁸

The introduction of living history at Fort McHenry in the late 1960s enhanced the Tattoo ceremonies and other commemorative events held both at the park and offsite. The program was expanded in the early 1980s with the creation of the volunteer Fort McHenry Guard. Through the use of historically accurate drills, replica uniforms, and weaponry, the living history demonstrations served to support the military character and interpretation of the site.

Throughout this period, Fort McHenry management and staff also continued to struggle with finding an appropriate balance between increasing recreational use of the site with the solemn commemorative role of the park. The 1968 *Fort McHenry Master Plan* strongly argued for strong NPS control of all ceremonies held within the park and that all activities, as well as future development on the site, conform to the history that the park was established to memorialize.⁵⁰⁹ These recommendations were reiterated 20 years later in the 1988 *Amendment to the Fort McHenry Master Plan*, which proposed that the grounds be maintained in a way to perpetuate the memorial character of the park. Additionally, the amended plan also advocated for the complete removal of all public memorials on the grounds, including vegetation and "ornamental statuary and markers that have been added to the site over the years [and] do not relate to the interpretive themes at the park."⁵¹⁰

507 John Dorsey, "50 Years Ago and Now," *The Sun*, September 13, 1964, F51.

508 Reppert, Ralph, "Stately Ritual of 1812," *The Sun*, August 1, 1965, T8.

509 National Park Service, "A Master Plan for Fort McHenry National Monument and Historic Shrine" (Office of Resource Planning, Washington, D.C., 1968), 39–40, copy on file, Fort McHenry NM&HS Library.

510 National Park Service, "Amendment to the 1968 Master Plan and Environmental Assessment" (Denver Service Center, Denver, CO, September 1988), 2, copy on file, Fort McHenry NM&HS Library.



Figure 9-4. U.S. President Gerald Ford Addressing the Crowd at Fort McHenry, July 4, 1975 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

During the 1970s, annual Defenders' Day events were largely overshadowed by the buildup to festivities planned at Fort McHenry for the two-year celebration of the U.S. Bicentennial on July 4, 1975 and 1976 (Figure 9-4). As the observance of the patriotic holiday waned, the local media once again called attention to many Baltimore residents' confusion about the memorial.⁵¹¹ Reflecting this trend, in 1974 the Maryland General Assembly Senate Finance Committee voted to demote Defenders' Day as a legal state holiday to an unofficial holiday before quickly reversing itself a day later.⁵¹²

In contrast, National Flag Day celebrations became one of the major special events at the fort in this period. The year 1968 marked the 30th Annual Flag Day Program at Fort McHenry and 6,000 people attended the event two years later in 1970.⁵¹³ In 1985, President Ronald Reagan delivered a 10-minute address at Fort McHenry for Flag Day celebrations and 3,500

Maryland schoolchildren participated in the recreation of the Human Flag for the first time since 1914.⁵¹⁴ Renamed the "Living Flag," the program was developed by the NPS in partnership with the National Flag Day Foundation. Initially held on the June 14, the annual observance of Flag Day, over the years the park has chosen to change the date for the Living Flag program to coincide better with the school calendar earlier in May when schools were still in session (Figure 9-5).

The annual observance of Defenders' Day was front and center once again in 1989 as Fort McHenry commemorated the 175th Anniversary of the Battle of Baltimore and the writing of "The Star-Spangled Banner." President George H.W. Bush opened the weeklong celebrations with a visit to Fort

511 "Even Neighbors of Defenders Day Symbol Are Hazy About Its Meaning," *The Sun*, September 13, 1974, C1.

512 "Defenders' Day Loses Status," *The Sun*, April 5, 1974, A9; "Defenders' Day Restored," *The Sun*, April 6, 1974, B11.

513 "Flag Day Program at Fort McHenry," *The Sun*, June 9, 1968, H10.

514 Steven M. Luxenberg, "Flag-waving Children from All over Baltimore Help VIPs Greet Reagan," *The Sun*, June 15, 1985, 1A.



Figure 9-5. Recreation of the “Living Flag” on Flag Day, June 14, 2003 (Source: Fort McHenry National Monument and Historic Shrine Museum Collection: Archival Documents).

McHenry on September 7, 1989. The Park Service and the Patriots of Fort McHenry used the 175th anniversary as a public platform to highlight the deteriorating material condition of the fort and raise funds for its restoration.⁵¹⁵ In addition to the traditional mock bombardment of the fort, a slate of activities were held during the week’s festivities that included concerts, a military parade, naturalization ceremonies, and a performance of a historical musical dramatization entitled “O’er the Ramparts.”⁵¹⁶

EXPANDED VIEWS OF COMMEMORATION AND MEMORIALIZATION, 1990–2012

Commemorative activities at Fort McHenry during the 1990s and 2000s reflected the broadening interpretation at the park that included a greater emphasis on the secondary themes of the park’s history, including the War of American Independence, the Civil War, and World Wars I and II. In July 1990, Fort McHenry marked the 125th Anniversary of the end of the Civil War with the *Encampment at Fort McHenry*, a weeklong event conducted by 300 living history volunteers. The years immediately following the 175th Anniversary witnessed a sharp decline in crowd numbers at Defenders’ Day events; however, only 3,000 people attended annual celebrations between 1990 through 1995.⁵¹⁷ The Living Flag and Flag Day celebrations remained popular and the numbers for special events at Fort McHenry rebounded considerably by the end of the decade as Defenders’ Day celebrations were extended to include a three-day living history encampment.⁵¹⁸

Recognition of Fort McHenry’s historic landscape as a cultural resource in the 1990s began to unify the prolonged, philosophical rift that emerged in the 1950s with the HARP program between traditional public memorialization and interpretation. Development of the *Cultural Landscape Report* for Fort

515 Neil A. Grauer, “Seeking the Old Glory of Fort McHenry,” *The Washington Post*, September 7, 1989, B1, B7.

516 Superintendent John W. Tyler, *Fort McHenry National Monument and Historic Shrine and Hampton National Historic Site 1989 Annual Report*, Superintendent’s Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, February 12, 1990), 1–2, copy on file, Fort McHenry NM&HS Library.

517 Superintendent John W. Tyler, *Fort McHenry National Monument and Historic Shrine, Hampton National Historic Site 1993 Annual Narrative Report* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 1994), copy on file, Fort McHenry NM&HS Library; Tyler, *Fort McHenry National Monument and Historic Shrine and Hampton National Historic Site 1989 Annual Report*.

518 Superintendent Kathryn D. Cook, *Annual Narrative Report of Superintendents and Regional Directors - October 1997 Through September 1998 (FY 1998)* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, February 22, 1999), 3, copy on file, Fort McHenry NM&HS Library.

McHenry in 1992 provided research and context for early commemorative features at the site and recommendations for their management and preservation. The *Orpheus* and Armistead monuments, memorial plantings such as the Washington Elm, and bronze plaques were long discounted by park management as outdated and infringements on the historical appearance of the fort. Now, however, they were broadly viewed as remnant features in the Fort McHenry landscape that evoked the memorial periods of the early twentieth century and were considered contributing resources to the significance of the site.⁵¹⁹

At the turn of the new century, the September 11 terrorist attacks in 2001 and the subsequent outpouring of patriotism in the following weeks and months emphasized the significance of the American Flag as a unifying symbol of country and its association with Fort McHenry and the national anthem. Meanwhile, special interpretive events spearheaded annual commemorative activities at the site and continued to evolve and grow as the decade progressed. The Civil War Weekend in April 2001 attracted approximately 11,000 visitors, outpacing the number of attendees for the Defenders' Day celebrations that year.⁵²⁰ In 2004, over 18,000 people enjoyed the Star-Spangled Banner Weekend, a collection of programs, parades, and living history demonstrations and encampments as part of the three-day Defenders' Day observances at Fort McHenry.⁵²¹

While commemoration activities are inherently based in the remembrance of the past, annual Defenders' Day ceremonies also took on a forward-looking character as NPS management and staff at Fort McHenry began planning in 2002 for the upcoming Bicentennial Anniversary of Battle of Baltimore and Star-Spangled Banner in 2014. As part of the preparations, new facilities were erected, requiring the relocation of the Armistead monument. In addition, dying and diseased parts of the memorial groves that were originally planted during the Washington birthday bicentennial in the early 1930s were replanted with similar species. The re-establishment of the groves gave context to the use of plantings in commemoration.

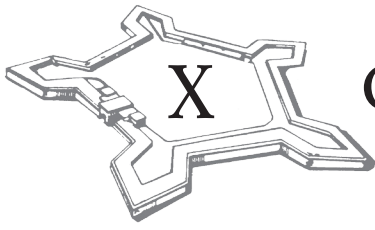
Commemoration of Defenders' Day on September 12 remains a significant and enduring annual observance at Fort McHenry. The citizens of Baltimore and Maryland continue to remember the anniversary of the Battle of Baltimore and the writing of "The Star-Spangled Banner" with parades, mock battles, and public services that are reminiscent of the earliest celebrations in the nineteenth century. Public memorialization shifted over time as popular concepts and methods of remembrance changed. Monuments, plaques, and plantings installed at Fort McHenry by patriotic organizations

519 Steven Whissen, "National Register of Historic Places Registration Form, Fort McHenry National Monument and Historic Shrine" (National Park Service, U.S. Department of the Interior, 1999), 23, Maryland Division of Historical and Cultural Programs.

520 Superintendent Laura Joss, *Fort McHenry National Monument and Historic Shrine, State of the Park Report FY 2001* (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2002), 3, copy on file, Fort McHenry NM&HS Library.

521 Superintendent Gay E. Vietzke, *Fort McHenry National Monument and Historic Shrine, The Year in Review - Fiscal Year 2006*, Superintendent's Annual Report (Baltimore, MD: Fort McHenry National Monument & Historic Shrine, 2006), 8, copy on file, Fort McHenry NM&HS Library.

during the early twentieth century were later viewed by NPS managers as visual intrusions in the historic landscape and obstacles that presented constant long-range maintenance issues for the staff. Recently, though, a new more comprehensive understanding of memorialization has emerged. These older monuments and landscape features are now being viewed as a significant resources that contribute to the overall history of Fort McHenry.



Conclusion

The history of Fort McHenry is inextricably linked to September 13-14, 1814, when the garrison's valiant defense of Baltimore stirred Francis Scott Key to immortalize the events in "The Star-Spangled Banner." After 25 hours of unrelenting bombardment by British Naval forces, the massive U.S. Flag flown by the Fort's commander, Major George Armistead, still waved in the dawn's early light. While it was viewed by Baltimore residents as a hallowed site of American patriotism and considerably expanded and remodeled in the 1820s and 1830s, Fort McHenry was strategically outdated by the mid-nineteenth century. It entered into a sustained period of decline until the War Department closed the military reservation in 1912.

Extravagant commemorative celebrations of the Defenders' Day anniversaries and memorialization honoring the Battle of Baltimore and Key's writing of "The Star-Spangled Banner," during the late nineteenth and early twentieth centuries revived the public's interest in Fort McHenry and its history. Fears regarding the future of the deteriorated and shuttered fort spurred prominent citizens and patriotic organizations in Baltimore and Maryland to mount a series of legislative campaigns to preserve the site. These efforts would result in Fort McHenry's conversion into a municipal public park in 1914 and its eventual designation as a National Park in 1925, after a period of use as a military hospital in during World War I.

Park managers, first under the War Department and later under the NPS following the jurisdictional transfer of the site in 1933, consistently strove to fulfill their responsibilities to preserve Fort McHenry as a "national memorial shrine as the birthplace of the immortal 'Star-Spangled Banner'." However, rehabilitation of Fort McHenry and its grounds in the 1920s and again under the aegis of multiple New Deal emergency work relief programs during the 1930s, had unintended, yet considerable, adverse impacts on the park's cultural resources. In the later part of the twentieth century, development activities and the growth of park staff and operations occurred in sporadic fashion, often influenced by external events and anniversaries; dictated by fluctuating budgetary surpluses and constraints; or guided by shifting administrative philosophies and agency policies.

Within this context, park managers were required to constantly weigh administrative decisions regarding development with the preservation, rehabilitation, and selective restoration of the historic Star Fort and its associated resources. Over time, methods and philosophies evolved reflecting changes in NPS policies and guidelines in regards to the emerging field of cultural resource management. Beginning in the late 1950s with HARP under the Mission 66 program, the decades between the 1960s

and the 1990s brought profound managerial changes. Passage of the NHPA and NEPA in the 1960s and early 1970s compelled park managers to adopt new methods of treatment for cultural resources at Fort McHenry.

These Federal regulations, most notably Section 106 of the NHPA, and the subsequent development of NPS guidelines and policies, indelibly linked development projects with more comprehensive procedures that addressed the identification, documentation, and preservation of affected resources. Reduced park budgets in the 1980s, coupled with structural reorganization of the NPS in the 1990s resulted in greater cooperation between the Park Service, its partners, and private consultants, who were brought in to assist and enable projects. This infused a new energy into the cultural resource management process at Fort McHenry. In the past decade, increased funding, staffing, and a commitment to professional standards have reversed the haphazard curatorial and record management practices that had long plagued the park's archives and museum collections. Recognition of natural resources at the park also expanded beyond basic maintenance and pest management to embrace a broader view of the topography, vegetation, and wildlife as integral components of Fort McHenry's larger cultural landscape.

Interpretation of the site's historical past has been an evolutionary process. Efforts to accurately "tell the story" of Fort McHenry have been shaped by cultural, economic, and social shifts; new educational techniques and technology, most notably the growth of the living history program at the park; and the uncovering of information through ongoing archeological investigation and historical research. Similarly, public views of appropriate commemoration and memorialization have also shifted over time as popular concepts and methods of remembrance have changed. A more comprehensive understanding of the Fort's significance has emerged, one where interpretation of its history is informed by and reinforced by commemorative ceremonies.

Nevertheless, some gaps in the historical record of the park still remain. Most notable was the failure to locate a majority of the superintendent's annual reports and other primary documents for the park dating from 1963 to 1978. This was an important period in Fort McHenry's history as administrators and staff grappled with: the aftermath of the park's disappointing Mission 66 infrastructure development; the fight over the construction of the proposed I-95 bridge; the introduction of living history interpretation; and the U.S. Bicentennial celebrations of 1976. It is believed that the locations for these documents may be due to administrative consolidation and reorganization of the Mid-Atlantic and Northeast regional offices during this same time.

The upcoming 200th anniversary of the bombardment of Fort McHenry and the writing of "The Star-Spangled Banner" in 2014 has been an impetus to improve facilities and place operations in a position to best handle current and projected needs. The anniversary also presents significant milestone in the National Park Service's administration of the site. It is recommended that management and staff to dedicate adequate time and resources to properly record this notable period in the park's history and update this document within a reasonable time frame (five to 10 years) to include this

new information. Fort McHenry National Monument and Historic Shrine has had the benefit of retaining many dedicated, longtime staff members who have provided the park with a strong institutional memory. It is hoped that this administrative history will offer similar assistance for prospective park managers who may wish to examine the choices made by past administrators and how those decisions have impacted the park, when confronting future challenges.

Appendix A: Timeline of Fort McHenry

April 19, 1775	Start of the American Revolutionary War.
January 1776	Maryland Congress of Delegates confiscates Whetstone Point property for fortification of Baltimore against British attack. Work begins on gun battery and star-shaped earthworks at Fort Whetstone the following month.
1781	Fort Whetstone defenses abandoned. Whetstone Point property sold to private landowners at public auction.
March 20, 1794	U.S. Congress passes "Act to Provide for the Defence of Certain Ports and Harbors in the United States" ; establishes the First American System of fortifications (1794 – 1804) along East Coast of the United States.
1794	Construction begins on fortifications based on preliminary designs by Major General John Jacob Ulrich Rivardi.
March 1799	Jean Foncin appointed to supervise work at Fort McHenry. Develops new plans of fort defenses.
1802	Federal artillery company under command of Captain Staats Morris occupies Fort McHenry.
1805	Completion of initial construction.
June 18, 1812	America declares war on Great Britain.
1813	Improvements made to Fort McHenry defenses. Major George Armistead appointed commander of the Fort.
September 12-14, 1814	Bombardment of Fort McHenry. Francis Scott Key writes "The Defense of Fort McHenry," which later becomes the "Star-Spangled Banner."
1814	Bombproofing of the Powder Magazine and other improvements to the Fort following bombardment.
1829-1839	Second System modifications made to Fort McHenry defenses and ordnance; second story additions to Star Fort buildings; expansion of Fort ground with purchase of 25 additional acres to the west.
1840s	Construction of brick stables and new hospital building; conversion of 1814 hospital into commanding officer's quarters.
1847	Construction begins on Fort Carroll, a Third System fortification type located four miles south of Fort McHenry in the Patapsco River.
1861-1865	Fort McHenry serves as a prison transport station during the Civil War for the detainment of Confederate sympathizers in Baltimore and Maryland; emergency construction during the war of new barracks, cookhouse, powder magazine, and Quartermaster storehouses.

1873-1876	Construction of new gun battery; work halted due to lack of funding.
1878	Sale of five-acres of Fort McHenry property to the Baltimore Drydock Company.
1889	75 th Defenders' Day Anniversary Celebrations at Fort McHenry.
1890s	Initial campaign to preserve Fort McHenry by local and state civic and patriotic groups.
1902	First attempt at Federal legislation to transfer ownership of Fort McHenry to the City of Baltimore for use as a public park.
1912	Removal of Federal garrison and closing of Fort McHenry.
1913	3.25 acres of Fort McHenry land ceded to Treasury Department for construction of new immigration station.
June 18, 1914	Jurisdiction of Fort McHenry formally handed to City of Baltimore for use as a park. Clause in the federal legislation allowing the transfer gives the Secretary of War the power to terminate the agreement when deemed "expedient to do so."
September 1914	Weeklong celebrations at Fort McHenry and throughout Baltimore for 100 th Anniversary of Defenders' Day and the "Star-Spangled Banner"; Fort festivities include dedication of memorial markers for War of 1812 privateers and Francis Scott Key, unveiling of Lt. Colonel George Armistead statue and human flag of 6,500 schoolchildren.
1917	United States declares war against Germany and enters World War I; Fort McHenry park closed in July; Fort grounds serve as U.S. Army General Hospital No. 2.
1917 – 1920	U.S. General Hospital No. 2 operates as a receiving hospital for returning wounded vets; more than 100 temporary support buildings erected on Fort McHenry grounds.
1920	War Department transfers U.S. General Hospital No. 2 and Fort McHenry to U.S. Public Health Service for use as a veterans hospital; talk of shuttering the property sparks renewed fears about Fort McHenry status among local groups.
October 20, 1921	War Department announces plans to eventually dispose of Fort McHenry.
October 24, 1921	Congressional Representative J. Charles Linthicum introduces H.R. 8816 directing the Secretary of War to transfer ownership of Fort McHenry to the City of Baltimore; Representative Philip J. Hall introduces H.R. 8819 to "preserve in perpetuity Forts McHenry and Carroll." Both bills later die in committee due to lack of support.
January 24, 1922	Public hearing held in the meeting room of the Maryland Historical Society to develop consensus regarding future course of action to preserve Fort McHenry. Local preservation advocates, including the Society of the War of 1812 in Maryland, officials with the City of Baltimore and State of Maryland, and the Maryland congressional delegation in attendance.

March 2, 1922	Joint Resolution No. 1, calling for the restoration of Fort McHenry and preservation as a national park, unanimously passed by the Maryland State Legislature and signed by Governor Albert Ritchie.
March 14, 1922	Baltimore City Council passes ordinance recommending Fort McHenry to be made a national park and maintained by the federal government.
March 16, 1922	Senator Joseph France of Maryland introduces S.B. 3349 to amend the 1914 Act granting use of Fort McHenry to the City of Baltimore, to restore Fort McHenry to its 1814 condition, and to preserve the site as a national park under the War Department. Bill ultimately dies in committee.
March 28, 1922	Congressman Linthicum introduces H.R. 11083, a similar national park measure in the House of Representatives. Bill ultimately dies in committee.
June 14, 1922	President Warren G. Harding visits Fort McHenry and delivers the first national radio broadcast as part of Flag Day dedication ceremony of the Orpheus monument.
October 31, 1923	All patients are relocated from the veterans hospital at Fort McHenry and the site is closed by the War Department
January 11, 1924	Representative Linthicum introduces H.R. 5261, a second bill to establish Fort McHenry as a national park. This was passed to the House Committee on Military Affairs.
February 1925	House of Representatives unanimously passes H.R. 5261 on February 16th; H.R. 5261 called up for consideration in the U.S. Senate and unanimously passed on February 27 th .
March 3, 1925	President Calvin Coolidge signs Act authorizing the establishment of Fort McHenry as a National Park (March 3, 1925, ch. 425, 43 Stat. 1109). War Department begins restoration of the Fort under the direction of the Quartermaster of the Third Army Corps.
April 3, 1925	Veterans Bureau relinquishes all rights and interest in Fort McHenry.
1925-1926	First phase of War Department restoration work at Fort McHenry, included: clearing and salvage of hospital buildings; renovation of the Junior Officer's Quarters; installation of electrical service.
1928-1929	Second phase of War Department restoration, included: restoration of the entrance gate and two-story porches for some Star Fort buildings; masonry repairs of Fort, Civil War Powder Magazine, and seawall; removal of the uncompleted 1870s water battery; construction of surface parking lot.
September 12, 1928	Dedication of Fort McHenry as a National Military Park.
March 3, 1931	President Herbert Hoover signs Act making the Star-Spangled Banner the National Anthem of the United States.
1931	War Department commemorative plantings of Washington Elm, Japanese cherry groves, red oaks, and white pines throughout the Fort grounds.

August 10, 1933	Administration of Fort McHenry effectively transferred from War Department to Interior Department, under the jurisdiction of the National Park Service as directed by Executive Order No. 6166 (June 10, 1933) and Executive Order No. 6288 (July 28, 1933). James R. McConaghie appointed as first superintendent.
1934	Beginning of New Deal emergency work-relief programs at Fort McHenry; estimated annual attendance recorded at 274,000.
September 1935	Acquisition of the E. Berkley Bowie Firearms Collection.
December 16, 1935	Fort McHenry established as an independent administrative unit within the National Park System; George A. Palmer appointed as the first, full-time superintendent.
1937	Evelyn Hill Corporation begins operation of a concession stand at Fort McHenry.
1939	Approval of the first Fort McHenry Master Plan. Institution of the 10-cent visitor fee.
August 11, 1939	Park title changed to Fort McHenry National Monument and Historic Shrine (Aug. 11, 1939, ch. 686, 53 Stat. 1405).
1940	The estimated attendance record for the park exceeds half-a-million people.
1941	Termination of New Deal work-relief construction at the Fort in November; Japanese bombardment of Pearl Harbor on December 7, 1941. U.S. declares war Japan and Germany.
1942	Approval of the second Fort McHenry Master Plan. Series of special-use war permits signed allowing the U.S. Coast Guard use of Fort McHenry grounds for drilling and establishment of the Fire Control and Port Security Training Station.
1943	Conversion of the Civil War Powder Magazine into a firing range.
1944	Construction of the U.S. Navy's Fort McHenry Receiving Station.
1945	End of World War II.
1947-1948	Clearance of all war-related U.S. Coast Guard and Navy construction from the Fort McHenry grounds and cancellation of the special-use permits.
April 1948	Designation of the Hampton National Historic Site. Fort McHenry Superintendent serves as coordinating superintendent for the new unit.
1952	Release of the third Fort McHenry Master Plan.
1956	Congressional approval and funding of the National Park Service Mission 66 Program.
1957-1958	Research and archaeological investigations conducted at Fort McHenry as part of the Historical and Archeological Research Program (HARP).
1960	Reconstruction of the Fort McHenry Flagstaff.

1962	Final approval of the 1962 Fort McHenry Master Plan. Recommended removal of all visual intrusions from within the 1814 historical zone boundaries; reconstruction of some outlying Fort buildings from that period.
1962-1964	Construction and dedication of new Visitor Center, Duplex Housing Units, and Maintenance Utility Garage at a total cost of \$184,743. Relocation of the Orpheus and Armistead monuments.
July 4, 1964	Fort McHenry Visitor Center dedicated.
June 28, 1965	First performance of the Fort McHenry Tattoo.
1968	Release of the 1968 Fort McHenry Master Plan - provided analysis of regional and local issues confronting visitation rates at Fort McHenry; discouraged recreational use of the park; recommended enlargement of existing Visitor Center; complete restoration of Fort McHenry to its 1814 appearance; removal of Orpheus and Armistead monuments from park grounds.
1971-1972	Controversial design plans released of proposed I-95 highway bridge across Patapsco River adjacent to Fort McHenry. Plans shifted to tunnel concept by 1972.
1973	Creation of the Volunteers-In-Parks (VIP) program at Fort McHenry.
1973-1975	Conversion of the Civil War Powder Magazine into climate controlled archives repository for Fort McHenry and Hampton National Historic Site; construction of tour boat pier at the northeast corner of the park.
July 5, 1975	President Gerald Ford becomes the first U.S. President to visit Fort McHenry since Warren G. Harding; law enforcement ranger position established at Fort McHenry.
July 4, 1976	U.S. Bicentennial.
1980	Construction begins on I-95 tunnel; Juin Crosse-Barnes becomes the first female superintendent of Fort McHenry.
1982	Fort McHenry Guard established as an outgrowth of the VIP program.
1983	Maryland Department of Transportation creates tidal wetlands adjacent to the Fort McHenry's southern seawall as environmental mitigation of the tunnel project.
1984	Patriots of Fort McHenry organized as a tax-exempt, non-profit foundation.
November 1985	Completion of the Fort McHenry Tunnel.
1986-1987	Maintenance operations consolidated between Fort McHenry and Hampton; horticulturist position established for Hampton (later assumes responsibilities at Fort McHenry).
1987	Publication of <i>The Concept for Facility Development and Landscape Treatment</i> report. First recommended the construction of a new Visitor Center rather than enlarging the existing facility.

1988	Release of the 1988 Amendment to the 1968 Master Plan- abandoned plans to restore Fort McHenry to its 1814 appearance.
September 12-14, 1989 1991	175 th Anniversary of Defenders Day and the "Star-Spangled Banner" Development of the Fort McHenry Comprehensive Restoration Plan by GWWO Architects, Inc. and the NPS Denver Service Center.
1993	Completion of Fort McHenry tree planting program; first Civil War living history encampment held.
1995	Work begins on Comprehensive Restoration Project to repair the Star Fort's failing masonry structures; project accompanied by extensive archaeological field investigation and documentation. Permanent, full-time archivist position established for Fort McHenry.
1996	Patriots of Fort McHenry merged with Living Classrooms Foundation to form Patriots of Fort McHenry, Inc.
1998	Congressional authorization of the Chesapeake Bay Gateways and Watertrails Network (CBGN).
2001	\$120,000 in funding received to prepare a Development Concept Plan and Environmental Assessment/Assessment of Effect (DCP/EA/AOE) as part of preliminary planning for new Visitor and Education Center.
2002	Completion of the Fort McHenry Comprehensive Restoration Project at a total cost of \$ 6 million.
2003	Fort McHenry Mission 66 Era Visitor Center found to be not eligible for listing in the National Register of Historic Places.
2004	Release of reports required as part of planning process for new Visitor and Education Center, which include: the DCP/EA/AOE; a Boundary Survey of Fort McHenry National Monument & Historic Shrine; an Alternative Transportation Study (ATS); and a Cultural Landscape Report (CLR).
March 6, 2004	Seaport Taxi capsizes near Fort McHenry; five people killed in the accident.
2005	Over \$11 million allocated through the 2005 Federal Transportation Reauthorization Act for construction of the new Visitor Center.
2006	Patriots of Fort McHenry changes names to Friends of Fort McHenry.
2007	Designs for new Visitor and Education Center finalized by GWWO / Architects, Inc. and the Denver Service Center; new Resource Management Division established for Fort McHenry and Hampton.
2008	Additional \$2.8 million in matching grants committed by City of Baltimore and the State of Maryland for visitor center facility. Creation of the Star-Spangled Banner Historic Trail.
April 27, 2009	Groundbreaking held for development of the new Visitor Education Center.
December 2010	Original 1964 Visitor Center demolished.

Appendix B: Superintendents, 1925 -2011

U.S. Department of War, Quartermaster Corps

Maj. General William Horace Hart	1925 to 1926
Maj. General Benjamin F. Cheatham	1926 to 1930
Maj. General Fred W. Sladen	July 1930 to November 1931
Col. Alvin K. Baskette	July/August 1928 to August 1933

U.S. Department of the Interior, National Park Service

James R. McConaghie, Superintendent	August 25, 1933 to December 15, 1934
Robert L. Jones, Act'g Superintendent	July 17, 1934 to June 16, 1935
Harper L. Garrett, Act'g Superintendent	July 5, 1935 to December 14, 1935
George A. Palmer, Superintendent	December 15, 1935 to November 30, 1937
Hershel C. Landru, Superintendent	December 1, 1937 to June 21, 1938
Robert P. Holland, Superintendent	June 22, 1938 to July 27, 1941
James W. Rader, Superintendent	July 28, 1941 to June 30, 1953
Robert H. Atkinson, Superintendent	October 19, 1953 to August 4, 1958
Walter T. Berrett, Superintendent	September 22, 1958 to July 8, 1961
George C. Mackenzie, Superintendent	November 19, 1961 to October 10, 1965
James Haskett, Superintendent	July 17, 1966 to July 1, 1967
Walter T. Bruce, Superintendent	May 19, 1968 to January 24, 1970
Albert J. Benjamin, Superintendent	March 8, 1970 to May 13, 1972
Harry L. O'Bryant, Superintendent	May 14, 1972 to November 24, 1974
Dennis E. McGinnis, Superintendent	December 8, 1974 to January 11, 1980
Juin A. Crosse-Barnes, Superintendent	June 1, 1980 to August 21, 1985
Karen P. Wade, Superintendent	August 4, 1985 to November 7, 1987
John W. Tyler, Superintendent	December 8, 1987 to December 1996
Kathryn D. Cook, Superintendent	September 1996 to October 1999
Laura E. Joss, Superintendent	April 2000 to September 2004
John McKenna, Superintendent	June 1, 2004 to 2005
Gay E. Vietzke, Superintendent	June 2005 to April 8, 2011
Tina C. Orcutt, Superintendent	August 1, 2011 to Present

Appendix C: Federal Legislation

An Act To perpetrate and preserve Fort McHenry and the Grounds connected therewith as a Government reservation under the control of the Secretary of War, approved August 16, 1912 (37 Stat. 311).

Be it enacted by the Senate and House of Representatives of the United States of American in Congress assembled, That Fort McHenry and the Government grounds therewith connected shall remain a Government reservation under the exclusive jurisdiction of the United States and in the control of the War Department: nothing in this Act shall interfere with the present use of the piers now erected upon said fort grounds nor the erection by the Government of another pier thereupon for Government purposes with necessary ingress and egress thereto.

An Act Authorizing the Secretary of War to grant the use of the Fort McHenry Military Reservation, in the State of Maryland, to the mayor and city council of Baltimore, a municipal corporation of the State of Maryland, making certain provisions in connection therewith, providing access to and from the site of the new immigration station heretofore set aside, approved May 26, 1914 (38 Stat. 382).

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of War be, and he is hereby authorized and directed to grant permission to the mayor and city council of Baltimore, a municipal corporation of the State of Maryland, to occupy and use the military reservation of Fort McHenry, Maryland, except that part mentioned in section three hereof, and that part not in use by the Department of Commerce for a light and fog signal station under revocable license from the War Department, with the maintenance of the electric lines thereto, as a public park upon the agreement of said corporation to repair, maintain, and protect the reservation and the public property thereof during the continuance of its occupancy at its own expense: That the aforesaid, the War Department shall have equal use of the railroad track and other roads constructed over which to reach the city streets and railroads beyond from the other parts of the fort grounds. (Repealed and re-enacted, 16 U.S.C. § § 437-440.)

An Act To repeal and reenact chapter 100, 1914, Public, Numbered 108, to provide for the restoration of Fort McHenry, in the State of Maryland, and its permanent preservation as a national park and perpetual national memorial shrine as the birthplace of the immortal “Star-Spangled Banner,” written by Francis Scott Key, for the appropriation of the necessary funds, and other purposes, approved March 3, 1925 (43 Stat. 1109).

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That an Act authorizing the Secretary of War to grant the use of the Fort McHenry Military Reservation in the State of Maryland to the mayor and city council of Baltimore, a municipal corporation of the State of Maryland, making certain provisions in connection therewith, providing access to and from the site of the new immigration station heretofore set aside be, and hereby is, repealed and reenacted to read as follows:

“That the Secretary of War be, and her is hereby, authorized and directed so soon as it may no longer be needed for uses and needs growing out of the late war, to begin the restoration of Fort McHenry, in the State of Maryland, now occupied and used as a military reservation, including the restoration of the old Fort McHenry proper to such a condition as would make it suitable for preservation permanently as

a national park and perpetual national memorial shrine as the birthplace of the immortal 'Star-Spangled Banner,' written by Francis Scott Key, and that the Secretary of War be, and he is hereby, further authorized and directed, as are his successors, to hold the said Fort McHenry in perpetuity as a military reservation, national park, and memorial, and to maintain it as such, except that part mentioned in section 3 hereof, and that part now in used by the Department of Commerce for a light and fog signal station under revocable license from the War Department with the maintenance of the electric lines thereto and such portion of the reservation, including improvement, as may be reserved by the Secretary of War for the use of the Chief of Engineers, the said reservation to be maintained as a national public park, subject to such regulations as may from time to time be issued by the Secretary of War.

"That any and all repairs, improvements, changes, and alterations in the grounds, buildings, and other appurtenances to the reservation shall be made only according to detailed plans which shall be approved by the Secretary of War, and all such repairs, improvements, or alterations shall be made at the expense of the United States, and all such improvements, together with the reservation itself, shall become and remain permanently the property of the United States: Provided, That permission is hereby granted the Secretary of the Treasury to use permanently a strip of land sixty feet wide belonging to said fort grounds, beginning at the north corner of the present grounds of the fort and extending south sixty-three degrees thirty minutes east, six hundred and fifty feet to the south corner of the site set aside for the immigration station at Baltimore, said strip of land being located along the northwest boundary of the land ceded to the Baltimore Dry Dock Company and the land of the said immigration station, the same to be used, if so desired, in lieu of acquiring, by purchase or condemnation, any of the lands of the dry dock company so that the Secretary of the Treasury may, in connection with land acquired from the Baltimore and Ohio Railroad Company, have access to and from said immigration station and grounds over the right of way so acquired to the city streets and railroads beyond, the Secretary of the Treasury to have the same power to construct, contract for, and arrange for railroad and other facilities upon said outlet as fully as provided in the Act approved March 4, 1913, setting aside a site for an immigration station and providing for an outlet there-from: Provided, however, That if the Secretary of the Treasury accepts and makes use of said strip of land for the purposes aforesaid the War Department shall have equal use of the railroad track and other roads constructed over which to reach the city streets and railroads beyond from the other parts of the fort grounds: Provided further, That the Secretary of War may in case of a national emergency close the said military reservation and use it for any and all military purposes during the period of the emergency, and for such period of time thereafter, as the public needs may require: And provided further, That the Secretary of War is hereby authorized and directed to dispose of the useless temporary buildings and contents constructed during the recent war and from the proceeds thereof there is hereby authorized to be appropriated such sum as may be necessary not exceeding \$50,000 for use by the Secretary of War in the restoration of said Fort McHenry reservation and for other purposes consistent with this Act. (16 U.S.C. § § 437-440.)

An Executive Order (No. 6166), issued pursuant to the authority of Section 16 of the Act of March 3, 1933 (Public Law No. 428-47 Stat. 1517), to transfer Fort McHenry National Park from the War Department to the National Park Service of the Department of the Interior.

All functions of administration of public buildings, reservations, national parks, national monuments, and national cemeteries are consolidated in an office of National Parks, Buildings and Reservations, in the Department of the Interior, a the head of which shall be a Director of National Parks, Buildings, and Reservations; excluded from this provision any public building or reservation which is chiefly employed as a facility in the work of a particular agency. This transfer and consolidation of functions shall include, among

others, those of the National Park Service of the Department of the Interior and the National Cemeteries and Parks of the War Department which are located within the continental limits of the United States.

An Act to change the designations of the Abraham Lincoln National Park, in the State of Kentucky, and the Fort McHenry National Park, in the State of Maryland, approved August 11, 1939 (53 Stat. 1405)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Abraham Lincoln National Park, in the State of Kentucky, authorized by the Act of July 17, 1916 (39 Stat. 385), and the Fort McHenry National Park, in the State of Maryland, authorized by the Act of March 3, 1925 (43 Stat. 1109), shall hereafter be called and known as the "Abraham Lincoln National Historical Park", and the "Fort McHenry National Monument and Historic Shrine," Designations respectively, and all moneys heretofore or hereafter appropriated for these areas under previous designations may be used in these areas as redesignated. (16 U.S.C. sec. 440a.)

Presidential Proclamation No. 2795 for the display of the flag at Fort McHenry National Monument and Historic Shrine, Baltimore, Maryland, July 2, 1948.

WHEREAS the joint resolution of Congress of June 22, 1942, entitled "Joint Resolution to Codify and Emphasize Existing Rules and Customs Pertaining to the Display and Use of the Flag of the United States of America," as amended by the joint resolution of December 22, 1942, 56 Stat. 1074, contains the following provisions:

Sec. 2. (a) It is the universal custom to display the flag only from sunrise to sunset on buildings and on stationary flagstaffs in the open. However, the flag may be displayed at night upon special occasions when it is desired to produce a patriotic effect.

Sec. 8. Any rule or custom pertaining to the display of the flag of the United States of America, set forth herein, may be altered, modified, or repealed, or additional rules with respect thereto may be prescribed, by the Commander in Chief of the Army and Navy of the United States, whenever he deems it to be appropriate or desirable; and any such alteration or additional rule shall be set forth in a proclamation.

And

WHEREAS Francis Scott Key, after having anxiously watched from afar the bombardment of Fort McHenry throughout the night of September 13, 1814, saw his country's flag still flying in the early morning of the following day; and

WHEREAS this stirring evidence of the failure of the prolonged attack inspired him to write the Star-Spangled Banner, our national anthem:

NOW, THEREFORE, I, HARRY S. TRUMAN, President of the United States of America and Commander in Chief of the Army and Navy, do hereby proclaim that, as a perpetual symbol of our patriotism, the flag of the United States shall hereafter be displayed at Fort McHenry National Monument and Historic Shrine at all times during the day and night, except when the weather is inclement.

The rules and customs pertaining to the display of the flag as set forth in the said joint resolution are modified accordingly.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the United States of America to be affixed.

*DONE at the City of Washington this 2nd day of July in the year of our Lord nineteen hundred and forty-eight, and of the Independence of the United States of America the one hundred and seventy-second.
to be affixed.*

DONE at the City of Washington this 2nd day of July in the year of our Lord nineteen hundred and forty-eight, and of the Independence of the United States of America the one hundred and seventy-second.

Appendix D: Acts and Resolutions of the General Assembly of the State of Maryland

Resolutions by the General Assembly, November 4, 1793 – December 29, 1793

WHEREAS the United States may think it necessary to erect a fort, arsenal, or other military works or buildings, on Whetstone Point, for the public defence; therefore, RESOLVED, That upon the application of the president of the United States to the governor, for permission to erect a fort, arsenal, or other military works, on the said Point, for the purpose aforesaid, the governor shall and may grant the same, with the consent of the owner of the soil.

AN ACT ceding to the United States the Jurisdiction of the State of Maryland in, to, and over certain Lands on Whetstone Point, near the City of Baltimore.

WHEREAS, it is represented to the General Assembly that the United States have purchased certain lots of ground on Whetstone Point, near the city of Baltimore, in order the more effectually to promote the ends of the Government in the erection of fortifications at Fort McHenry, which this Legislature duly appreciate: — Therefore,

Be it enacted by the General Assembly of Maryland, That the right of jurisdiction of the State of Maryland in and over the lands comprehended in lots numbers thirty-four, thirty-five, sixty, sixty-one, sixty-two, sixty-three, sixty-four, sixty-five, sixty-six and sixty-seven, lying and adjoining Fort McHenry, on Whetstone Point, near the city of Baltimore, which have been purchased by the United States, the deeds whereof are among the records of Baltimore county, and also that part of the main road leading to Fort McHenry, which lies between the said lots, be, and the same is hereby relinquished, ceded and made over to the United States for the purposes aforesaid.

Approved March 29, 1838.

AN ACT relating to jurisdiction over that portion of Fort McHenry the use of which was recently granted to the Mayor and City Council of Baltimore.

WHEREAS, Under Act of the Sixty-third Congress of the United States, numbered 108, of May 26, 1914, the Secretary of War, by Permit dated June 1, 1914, granted to the Mayor and City Council of Baltimore, for use for park purposes, the land known as Fort McHenry, with certain exceptions therein mentioned and under certain restrictions and conditions therein contained, and it is deemed desirable that the jurisdiction of Courts, magistrates and peace officers of Baltimore City should be extended over said land, and a Joint Resolution is pending in Congress to cede jurisdiction over said land to the State of Maryland;

Approved March 31st, 1916.

Joint Resolution No. 1

WHEREAS, we could pay no finer tribute to those immortals whose blood was spilled at the altar of liberty in 1776, in 1812, and in 1918, than to restore Fort McHenry to its condition in those early days of the Republic, with the ancient cannon once more set, by removing unsightly buildings from its ground, and by

dedicating it as a National Park to the carrying out of the ideals of Americanization, as we have done at
March 3, 2011 New Visitor and Education Center dedicated and officially opened.

Be it resolved therefore, that we, the Senate of the State of Maryland and the House of Delegates of the State of Maryland in joint session request the Congress of the United States assembled at Washington to rescind any and all acts looking to the abandonment of the Fort McHenry military reservation by the United States Government or ceding it to any state or city, and to declare in the name of the people of the United States that this sacred ground shall be restored to its historical condition and preserved, by the Government it saved in 1814, as a National Park and a memorial to the patriots who proved their right to liberty by the deeds which they performed in the War of 1812.

Approved March 1st, 1922.

Joint Resolution No. 5 Requesting Congress to pass Bill recently introduced in the House of Representatives (H. R. 5261) by the Honorable J. Charles Linthicum, member of Congress from this State, by the terms of which Fort McHenry will be placed in the care of the Secretary of War for preservation as a National Park.

WHEREAS, Fort McHenry is the most notable national heritage of the State of Maryland, in that it was the scene of the defense of the liberties of the United States at a time when defeat would have meant the destruction of the Republic; and

WHEREAS, In addition Fort McHenry is the hallowed spot which during the battle of September 14, 1814, inspired the writing of "The Star Spangled Banner, " which, inseparably associated with the flag of our Country, has thrilled our citizens and soldiers with its patriotic fervor as no other American hymn has ever done, and inspired in them the will to conquer for the sake of right; and

WHEREAS, A bill has been recently introduced in the House of Representatives (H. R. 5261) by the Honorable J. Charles Linthicum, member of Congress from this State, by the terms of which Fort McHenry would be placed in the care of the Secretary of War for preservation as a National Park; and

WHEREAS, Our citizens are deeply interested in this project and ever have been anxious that the sacred spot should be preserved as a hallowed shrine, as witness the joint resolution passed at the last Session of the Legislature of this State; be it therefore

Resolved, That we, the Senate of the State of Maryland, and the House of Delegates of the State of Maryland, in joint session, earnestly request the Congress of the United States to enact the said bill into law, thereby declaring in the name of the people of the United States, that this sacred ground shall be restored to its historical condition as preserved, by the Government it saved in 1814, as a National Memorial to the patriots of our Country for all time.

Approved April 9, 1924.

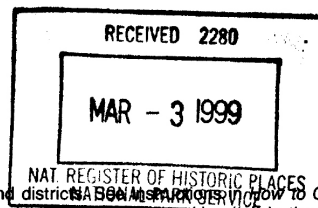
Appendix E: Fort McHenry National Register of Historic Places Registration Form

NPS Form 10-900
(Oct. 1990)

OMB No. 10024-0018

United States Department of the Interior
National Park Service

National Register of Historic Places Registration Form



This form is for use in nominating or requesting determinations for individual properties and districts. See instructions on how to complete the National Register of Historic Places Registration Form (National Register Bulletin 16A). Complete each item by marking "X" in the appropriate box or by entering the information requested. If an item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer, to complete all items.

1. Name of Property

historic name Fort McHenry

other names/site number Fort McHenry National Monument and Historic Shrine

2. Location

street & number Locust Point, at east end of Fort Avenue ☐ not for publication

city or town Baltimore ☒ vicinity

state Maryland code MD county Baltimore (City) code 510 zip code 21230

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this ☐ nomination ☐ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property ☒ meets ☐ does not meet the National Register criteria. I recommend that this property be considered significant ☒ nationally ☐ statewide ☐ locally. (☐ See continuation sheet for additional comments.)

Ronald M. Greenberg
Signature of certifying official/Title
National Park Service

3-1-99
Date

State of Federal agency and bureau

In my opinion, the property ☐ meets ☐ does not meet the National Register criteria. (☐ See continuation sheet for additional comments.)

Signature of certifying official/Title

Date

State or Federal agency and bureau

4. National Park Service Certification

I hereby certify that the property is:

☐ entered in the National Register.
☐ See continuation sheet.

☐ determined eligible for the
National Register
☐ See continuation sheet.

☐ determined not eligible for the
National Register.

☐ removed from the National
Register.

☒ other, (explain):

Additional Documentation Accepted

Signature of the Keeper

Date of Action

Edson H. Beall

4/2/99

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impacted by the construction of roads and hospital buildings close to the scarp walls and at the base of the water battery's glacis. Several underground utility lines were constructed across the parade that exited through the sally port. Fortunately, the quartermaster officer in charge of construction recognized the fort's importance as a historic landmark, and ensured the avoidance of the principal above-ground structures. However, several 19th century structures located outside the fort walls were removed at this time including the 1813 hospital, the 1843 officers' stables and the 1864 storehouse; foundations of these structures exist in many instances below the fill dirt imported on-site by the Army. Eight former buildings from U.S. General Hospital No. 2 exist outside the park boundary under the ownership of the U.S. Navy, the U.S. Army Corps of Engineers, and the City of Baltimore.

Following Fort McHenry's authorization as a national park in 1925, the War Department undertook restoration of the fort that reached perhaps its greatest level of activity in 1928-29. Although the 1873 water battery was removed, the War Department generally attempted to restore the fort to its appearance at the time of its greatest physical development under active military occupation, and not specifically to its appearance during the 1814 bombardment. Among the significant repairs and restorations made at this time were reconstruction of the dry moat; cleaning of the sally port bombproofs; cleaning and masonry repair of the water battery magazines and installation of iron gates; and various repairs, repointing and rebuilding of the parade walls, scarp walls and the water battery breast height walls. The parade buildings received exterior wall repairs and rebuilding along with new metal roofs, reconstruction of the piazzas and the second floor of the junior officers' quarters. Extensive interior restoration was also completed, and electric service was installed in all fort buildings. A parking lot was constructed near the south face of the ravelin.

A second phase of memorial commemoration occurred at Fort McHenry in 1931-32 in observance of the 200th anniversary of George Washington's birth. Various patriotic organizations dedicated interpretive markers to Baltimore's 1814 defenders and planted trees for each state in the Union. The Washington Elm was planted at this time; the tree recently died and was removed in 1995.

The National Park Service (NPS) assumed the management of Fort McHenry in 1933. Masonry repointing already underway since 1929 by the Works Progress Administration continued until 1935. In 1935, the NPS installed major utility lines through the ramparts of the fort including a steam line and an electric corridor connected to a high tension transformer vault. Construction of the electric corridor required the removal of a section of original terreplein breast-height wall near bastion 1. A section of wall from the sally port ramp was also removed at this time, as were several ca. 1840 traverse stones from bastion 5. The stones and debris were deposited in the water off the southwest seawall.

Following World War II (during which time Fort McHenry functioned as a U.S.

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5. Classification

Ownership of Property
(Check as many boxes as apply)

- ☐ private
☐ public-local
☐ public-State
☒ public-Federal

Category of Property
(Check only one box)

- ☐ building(s)
☒ district
☐ site
☐ structure
☐ object

Number of Resources within Property *
(Do not include previously listed resources in the count.)

Contributing	Noncontributing	
004	006	buildings
009	000	sites
032	005	structures
007	004	objects
052	015	Total

Name of related multiple property listing
(Enter "N/A" if property is not part of a multiple property listing.)

N/A

Number of contributing resources previously listed in the National Register

001

6. Function or Use

Historic Functions

(Enter categories from instructions)

Defense: fortification/military facility/
battle site/arms storage

Current Functions

(Enter categories from instructions)

Recreation and Culture: monument/museum/
park

7. Description

Architectural Classification

(Enter categories from instructions)

Late 18th century star fort
19th century fortifications and powder
magazine
19th century barracks

Materials

(Enter categories from instructions)

foundation stone; brick
walls brick masonry/stone; earth; concrete
roof earth/tin/slate
other

Narrative Description

(Describe the historic and current condition of the property on one or more continuation sheets.)

* Please note that the contributing resources generally correspond to Fort McHenry's List of Classified Structures (LCS). In some instances single LCS entries encompass multiple resources (e.g. the water battery guns and emplacements [LCS No. 81221] consists of 11 cannons and 24 gun emplacements, but are counted as one contributing structure).

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8. Statement of Significance

Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- ☒ **A** Property is associated with events that have made a significant contribution to the broad patterns of our history.
- ☒ **B** Property is associated with the lives of persons significant in our past.
- ☒ **C** Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- ☒ **D** Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations

(Mark "x" in all the boxes that apply.)

Property is:

- ☐ **A** owned by a religious institution or used for religious purposes.
- ☐ **B** removed from its original location.
- ☐ **C** a birthplace or grave.
- ☐ **D** a cemetery.
- ☐ **E** a reconstructed building, object, or structure.
- ☐ **F** a commemorative property.
- ☐ **G** less than 50 years of age or achieved significance within the past 50 years.

Narrative Statement of Significance

(Explain the significance of the property on one or more continuation sheets.)

9. Major Bibliographical References

Bibliography

(Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets.)

Previous documentation on file (NPS):

- ☐ preliminary determination of individual listing (36 CFR 67) has been requested
- ☒ previously listed in the National Register
- ☐ previously determined eligible by the National Register
- ☐ designated a National Historic Landmark
- ☒ recorded by Historic American Buildings Survey
MD-63, 196-200, 204, 1096-1097
- ☐ recorded by Historic American Engineering
Record # _____

Areas of Significance

(Enter categories from instructions)

Military; engineering

Literature; poetry

Art; sculpture

Conservation; historic preservation

Archeology; historic/non-aboriginal

Period of Significance

(1794-1802) to 1945

Significant Dates

1814

1914

1922

Significant Person

(Complete if Criterion B is marked above)

Francis Scott Key

Cultural Affiliation

N/A

Architect/Builder

Rivardi; Tousard; Foncin; Wadsworth

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10. Geographical Data

Acreage of Property 43.26

UTM References

(Place additional UTM references on a continuation sheet.)

A1 1 8 3 6 3 4 2 0 4 3 4 7 2 4 0
Zone Easting Northing
B2 1 8 3 6 3 6 0 0 4 3 4 7 1 6 0

C3 1 8 3 6 3 6 5 0 4 3 4 7 2 5 0
Zone Easting Northing
D4 1 8 3 6 3 7 8 0 4 3 4 7 2 1 5
☒ See continuation sheet

Verbal Boundary Description

(Describe the boundaries of the property on a continuation sheet.)

Boundary Justification

(Explain why the boundaries were selected on a continuation sheet.)

11. Form Prepared By

name/title Steven R. Whissen/Historian

organization Denver Service Center, National Park Service date July, 1997

street & number 12795 W. Alameda Pkwy., P. O. 25287 telephone 303-969-2380

city or town Denver state CO zip code 80225

Additional Documentation

Submit the following items with the completed form:

Continuation Sheets

Maps

A USGS map (7.5 or 15 minute series) indicating the property's location.

A Sketch map for historic districts and properties having large acreage or numerous resources.

Photographs

Representative black and white photographs of the property.

Additional items

(Check with the SHPO or FPO for any additional items)

Property Owner

(Complete this item at the request of SHPO or FPO.)

name

street & number telephone

city or town state zip code

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 470 *et seq.*).

Estimated Burden Statement: Public reporting burden for this form is estimated to average 18.1 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; and the Office of Management and Budget, Paperwork Reduction Projects (1024-0018), Washington, DC 20503.

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Description

Fort McHenry National Monument and Historic Shrine is located within the city limits of Baltimore, Maryland. The 43.26-acre site is situated at the eastern tip of Locust Point. Historically, Locust Point was known as Whetstone Point, the peninsula that projects into Baltimore Harbor dividing the Northwest and Ferry Branches of the Patapsco River. The Northwest Branch is identified today as the Northwest Harbor, and the Ferry Branch is part of the Patapsco River's main estuary.

In most respects, the fort appears today much as it did in 1933 when transferred from the jurisdiction of the War Department to the National Park Service. As originally constructed, the earthen and masonry star fort was laid out as a regular pentagon with a bastion at each angle. The distance between the points of adjacent bastions is about 290 ft. The parade ground is also in the configuration of a pentagon (about 150 ft. per side) within which are the former officers' quarters, barracks, and powder magazine. Among the principal historic structures on the exterior of the fort are the ravelin, the water (outer) battery, and the Civil War powder magazine. More detailed descriptions of the various structures and features of the fort are provided in the following discussion.

The boundaries of the property encompass all the land that originally comprised Fort McHenry at the time of the British bombardment in 1814 and most of the additional acreage acquired by the War Department in 1836. The historic setting of the larger site as it existed during the War of 1812 or the Civil War no longer exists; construction in 1917 and later demolition of U.S. Army General Hospital No. 2 substantially altered the topography and other features/structures external to the star fort. The present landscape surrounding the fort consists of a grass lawn, ornamental fruit trees, and native and exotic shade trees and shrubs. The grounds are carefully managed by the National Park Service as part of overall efforts to commemorate the importance of the site as a national shrine, with no attempt to recreate the landscape as it existed during earlier periods of military occupation. Modern urban and industrial development lies within the viewshed of the fort. The fort is bordered on the north by the U.S. Naval Reserve Center, the U.S. Army Corps of Engineers, and the Baltimore City Fire Department Fireboat Facility. The Southern States Grain Cooperative and the Maryland Port Authority border the fort on the west.

Despite the loss of integrity of the surrounding site and modifications of individual buildings and structures, Fort McHenry's extant resources continue to embody a high degree of integrity reflecting the fort's national importance as a coastal defense work from the period of its initial construction (1794-1802) to the end of improvements constructed immediately

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following the Civil War. After this time, Fort McHenry functioned primarily as a garrison until its closure in 1912, later serving in various capacities that included a World War I hospital and a World War II Coast Guard training facility. The broad significance of the fort is recognized as encompassing these and other later periods. However, the primary physical expression of the fort in its capacity as a coastal defense work is best reflected in the resources constructed between approximately 1800 and 1867.

Description (reference is suggested to the attached diagram of the fort and glossary of fortification terminology)

I. Development History

By the time of its completion in 1802, Fort McHenry had assumed the essential form that has been perpetuated to the present. The earliest known plan of the fort (1803) indicates that at that time the five-bastioned, masonry and earthen star (pentagonal) fortification included two one-story brick barracks, two one-story brick officers' quarters, and a brick powder magazine within the parade grounds. A cistern was located between the enlisted men's barracks (later removed in 1819). Two gun embrasures (openings) passed through the flanks of each bastion. A ditch or dry moat surrounded the fort on all but its southeastern side. The plan showed trees planted at regularly spaced intervals on the terreplein of the bastions and curtain walls, around the perimeter of the parade ground, and bordering the entrance road to the fort. Based on early sketch drawings, the majority of these trees appear to have been Lombardy poplars. The sally port was originally a simple uncovered entrance, and a bridge spanned the moat in front of the sally port and connected with the road to Baltimore. The postern tunnel served as a passageway and primary drain from the parade to the exterior of the fort and passed below the curtain wall between bastions 4 and 5. Upper and lower water batteries were in place to the east of the fort.

Other than routine maintenance and repairs, Fort McHenry was not substantially modified over the ensuing eleven years until the improvements made in 1813 during the War of 1812. The deficiencies noted in the fort at that time by Colonel Decius Wadsworth, Chief Ordnance Officer of the War Department, led to construction of the ravelin outside the sally port to bolster protection of the entrance. The ravelin was constructed according to Wadsworth's recommendations, and thereby attained the distinction as the fort's first significant architectural feature designed by an American-trained engineer. Additional modifications of the star fort included filling the gun embrasures on the bastion flanks; platforming the bastions and repositioning the gun emplacements to allow firing "en barbette" (over the parapet walls); construction of brick traverses at the interior entrance of the sally port and in front of the parade magazine; and excavation of a well on the parade grounds to replace the earlier cistern. The ditch was deepened and an earthen counterscarp was raised on the far side opposite the scarp wall. The exterior ground surface beyond the counterscarp was graded to serve as a "glacis" (defensive earthen slope). Although no longer

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extant, there is a strong possibility based on later map evidence that a "caponniere" or covered passageway was constructed. The caponniere (a feature recommended by Col. Wadsworth), would have permitted a protected means of communication between the fort and the outer batteries, accessed via the postern tunnel.

The 1814 bombardment, and particularly a direct hit upon the powder magazine, focused attention on the urgent need for bombproofing measures to better protect munitions and troops. Work began immediately after the bombardment on the construction of an arched brick structure over the existing magazine, two underground personnel bombproofs on either side of the sally port, and a bombproof structure over the well. An 1819 map of the fort prepared by Captain William Poussin, U.S. Topographical Engineers, further indicates that by that date the sally port was covered by an arched roof, and the brick traverse at the interior entrance of the sally port had been removed. A small structure that served as a guardhouse (1806) is also depicted at the north end of the commanding officer's quarters, and another guardhouse (1814-1837) was in place between the enlisted men's barracks at the former location of the cistern.

During the 1820s, Fort McHenry was in a general state of disrepair. Extensive masonry problems were evident, particularly in the scarp walls, resulting from moisture entering through gaps in the brick and coping stone where the pointing had washed out. Overcrowding was another serious problem, and led to the construction in 1829 of second stories over the enlisted men's barracks and officers' quarters. While the placement of second stories was not a particularly sound idea from a defensive standpoint, it helped to alleviate overcrowding and was endorsed by the post surgeon on the basis that it would improve air circulation and the overall health of the garrison. Full-length second-floor piazzas (porches) were also constructed on the front of all four buildings. A two-story addition was constructed joining the commanding officer's quarters with the adjacent guard house. The brick traverse in front of the magazine was removed at this time. To correct the problems of moisture infiltration, the earth covering the sally port and personnel bombproofs was temporarily removed and the structures were waterproofed with a layer of sheet lead. A cement wash was applied over the scarp walls of the fort and ravelin.

A number of improvements were made during the 1830s under the supervision of Lieutenant Henry Thompson, U.S. Army Corps of Artillery, who arrived at Fort McHenry in 1833. Among these measures, the parapet was modified in 1834 with the construction of a stone wall on the inner slope around the parade grounds. The parapet was further modified with the construction of a three ft.-high brick revetment (breast-height) wall on the terreplein in 1837 (raised by 18 inches in 1839). The scarp walls received extensive repairs and repointing in 1837. In 1835, two new guardhouse/prison rooms were constructed above the bombproofs on either side of the sally port to replace the former guardhouse located between the enlisted mens' barracks. Additional prison rooms were added in 1857 (three cells on the south side of the sally port and one on the north). By 1837, the trees that were earlier

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planted on the ramparts and the parade were removed.

In 1836, the War Department acquired an additional 15 acres at Fort McHenry, expanding the property from its previous 24 acres. A 10 ft.-high brick wall was constructed in 1837 to demarcate the fort's new western boundary. Wrought iron gates were placed at the wall entrance where the road leading to Baltimore entered the fort grounds. An earlier boundary wall (1817) was dismantled when the new wall was built; the brick and gates from the earlier wall were incorporated into the 1837 wall. Also, between 1836 and 1839, the heavy masonry seawall east of the fort near the water's edge underwent a second phase of construction (initial work on the wall began in 1816). Additional sections of the seawall were constructed up until 1895, extending the overall length of the wall to about three-quarters of a mile.

Work began on the water (outer) battery in 1836 and was completed the following year. The water battery, equipped with 39 gun emplacements, was conceived as a first line of defense between the fort and the seawall, extending from the east face of the ravelin to the left shoulder of bastion 3. Breast-height revetment walls were constructed on the water battery. The walls settled shortly after completion, and were rebuilt and raised in 1839. Two shot furnaces were constructed within the water battery in 1842, features that were later demolished during the Civil War upon the fort's adoption of rifled artillery. To permit the movement of troops and supplies between the fort and the water battery, the ravelin entrance was reconfigured and the road which originally passed through the ravelin to the sally port was filled-in. Gun emplacements were also installed on the ravelin, on the shoulders of the fort bastions, and in the dry moat between bastions 1 and 2.

Minor improvements continued to be made throughout the 1840s and 1850s, ironically bringing the fort closer to a state of defensive readiness at a time when its strategic function appeared to be waning. However, the Civil War dramatically refocused attention on Fort McHenry's importance and led to the next significant phase of development. During the early stages of the war, the gorge (the area between the sally port and the ravelin) and the water battery were enclosed with a palisade or fence consisting of closely spaced wooden stakes. An abatis (line of felled trees and sharpened branches) was placed in the dry moat and at the base of the water battery's glacis.

More substantial improvements followed including the reconfiguration of the sally port bombproofs to serve as powder magazines; construction of a new artesian well on the parade to supplant the one constructed prior to the 1814 bombardment; and construction/modification of gun emplacements for improved armaments, particularly Rodman cannon. At the beginning of the Civil War, the Rodmans were considered the ultimate achievement in the long tradition of smoothbore (muzzle-loading) armament design, and were standard ordnance for all coastal fortifications. In 1863, a detached powder magazine of brick and concrete was constructed on the grounds west of the fort in response to the increased demands for powder storage.

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Just as perceived deficiencies during the War of 1812 led to improvements immediately afterwards, Fort McHenry received extensive new construction in the aftermath of the Civil War. In 1866-67, the water battery was modified with the construction of two magazines, two bombproofs and a free-standing earthen traverse. The water battery magazines and bombproofs also functioned as traverses. An additional magazine was constructed in the ravelin. In 1873, a steam pump was installed for the well which necessitated the construction of a pump house and storage tanks. Water pipes were placed throughout the fort. The system was eventually replaced in 1884 when the fort was connected to Baltimore's water supply system. Much of the repair work undertaken during the 1870s and 80s was directed towards correcting ongoing drainage and sewage disposal problems.

Construction began in 1872-73 on a new water battery northeast of the fort near the seawall. Plans for this massive earthen work called for the placement of 25 15-in. Rodman guns. Funding was suspended in 1875, and although work on the battery evidently continued for three more years, it was never completed. It was removed in 1928.

Extensive modifications to the officers' quarters and enlisted men's barracks occurred in the 1890s. By this time, most of the garrison was housed outside the fort compound. In 1894, the second story of the junior officers' quarters was removed and the building converted into a bakery. The front porches of the commanding officer's quarters, junior officers' quarters, and enlisted men's barracks no. 2 were also removed. The commanding officer's quarters were thoroughly remodeled; an ordnance storehouse was placed in the first floor and subsistence supplies were stored on the second floor. The quartermaster's office and supplies were installed in the former barracks (no. 2).

Fort McHenry's function as a military post ended in 1912. Its last active garrison, the 141st Company Coast Artillery Corps, was relocated to Fort Strong, Massachusetts. An immigration station was constructed in 1913 on a portion of land near the east seawall that was provided to the U.S. Treasury Department by the War Department; the building was later used as a receiving ward for the World War I hospital and is presently used and operated by the U.S. Naval Readiness Reserve Center outside the park boundary.

In 1914, Fort McHenry was leased to the City of Baltimore as a municipal park, and subsequently a public beach and swimming pool were opened in the northwest corner of the park. The Civil War powder magazine served as a bathhouse. The centennial observance of the 1814 bombardment provided an occasion for the placement of several commemorative monuments and plaques at the fort. The large statue of Orpheus (authorized in 1914 but not placed until 1922 in the center of the entrance drive) was a significant artistic work from this period. The Armistead Monument, placed on the outer battery, was another significant work commemorating the bombardment.

Fort McHenry returned to military control in 1917 with the establishment of U.S. General Hospital No. 2. The grounds and the dry moat were seriously

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Coast Guard training station), the nation's post-war economic boom and new-found leisure time for the motoring public led to profound visitation increases for National Park Service units. In 1956, the NPS instituted a program known as "Mission 66" to address these pressing demands for visitor services and park improvements. As part of these program objectives, Fort McHenry's first visitor center was constructed in 1964 along with a new parking lot, a maintenance facility and two park residences.

Over the duration of its site administration, the NPS has endeavored to perpetuate the condition and appearance of the fort from the time the agency acquired the property. Efforts have been underway since the 1970s to correct the ongoing problems of displaced and deteriorated masonry resulting from moisture build-up and freeze/thaw episodes. These efforts have included the construction of drains both at the base and through the scarp wall. Long spans of the deteriorated water battery breast-height wall were rebuilt with modern materials in the 1980s. Additional rehabilitation of the fort is presently underway.

(Note: National Park Service identification numbers and List of Classified Structures (LCS) numbers are provided where applicable for the following inventoried structures, buildings and objects at Fort McHenry)

II. Contributing Resources**A. Sites**

1. **Fort McHenry National Monument and Historic Shrine** - The overall 43.26 acres encompassing Fort McHenry National Monument and Historic Shrine represent a historic site composed of numerous historic, archeological and cultural landscape resources that chart the course of Fort McHenry's evolutionary development. These resources comprise the structural design elements and materials that have gone into the fort's construction, and the artifacts and other elements of material culture associated with the various periods of construction and occupation. Several twentieth century additions to the fort grounds, particularly commemorative markers and statuary, reflect the importance of memorial activities at Fort McHenry.

Other than the existing structures and buildings comprising the historic fortifications and external walls [i.e., the star fort, outer (water) battery, the Civil War powder magazine, seawall, and boundary wall], few remnants of the cultural landscape have survived associated with the late 18th and 19th century development of Whetstone (Locust) Point for military defense purposes. Construction of U.S. Army General Hospital No. 2 in 1917 for the convalescence of World War I veterans, and removal of the hospital buildings by 1929, resulted in extensive disturbance to the landscape surrounding the fort. Among the external features disturbed by the construction and grading undertaken during this period were the glacis (the earthen defensive slope that formerly extended from the water battery to the seawall)

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and dry moat around the perimeter of the star fort. Aerial photographs taken of Fort McHenry during the 1920s underscore the extent of development associated with the Army hospital, showing barracks and other buildings occupying virtually all available space outside the fort to the water's edge.

With efforts underway from the latter 19th century to commemorate the significance of the defense of Fort McHenry, Francis Scott Key and the writing of "The Star-Spangled Banner," the landscape underwent further changes reflecting the memorialization of the site. Various statues and markers were placed in 1914 during the centennial observance of the bombardment. Placement of the Statue of Orpheus (authorized by Congress in 1914, but not placed on site until 1922), altered a portion of the entrance road with the construction of a circular drive around the base of the statue. The statue was moved to its present location in 1963 to accommodate improved access to the new parking lot and visitor center. During the 1932 Bicentennial celebration of George Washington's birth, other markers and monuments were placed on the grounds along with the planting of commemorative trees (e.g., the Washington Elm and cherry trees planted by the school children of Baltimore).

The statues and markers at one time contributed to a designed landscape associated with the memorialization of the fort. However, they have been relocated in many instances, sustaining a loss of integrity in terms of location and setting. Many of the original commemorative trees have died; the Washington Elm died in 1995 and was removed that year. While the markers and statuary continue to evoke the broad historical significance of the park's periods of memorial activities, and in some instances retain historical/artistic significance in their own right, they do not contribute to an intact cultural landscape representative of the memorial periods.

While many of the detailed elements of Fort McHenry's cultural landscape have lost integrity, the site continues to exhibit several broader landscape characteristics that provide insight into the selection and development of the site for defensive purposes. The tip of Whetstone Point offered substantial strategic advantages for the defense of Baltimore by commanding the approaches to the Northwest and Ferry Branches of the Patapsco River. This was as true in 1776 during the Revolutionary War when Fort Whetstone was first constructed on the site, as it was throughout the long span of Fort McHenry's subsequent military service. The topography of Whetstone Point is characterized by gently sloping low-lying land, without the natural protection of cliffs or rocky escarpments. While this permitted unobstructed views towards the downriver approaches to Baltimore, the site required extensive constructed works to compensate for the lack of natural defenses. Under the prevailing 18th and 19th century theories of coastal fortifications, these consisted of a succession of features designed to repel or impede an enemy's advance: the shore-line and

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upper gun batteries, the elevated slope (glacis), the ditch (dry moat) with its counterscarp, and ultimately the fort ramparts situated on higher ground.

Today, although many of the defense works external to the fort have been removed or modified, the large-scale spatial organization of the site remains intact in many respects. For example, the fort retains its historic geographic orientation towards Baltimore, the Northwest Harbor and Ferry Branch. The sloping grass-covered area outside the fort walls is at least partially representative of early military efforts to maintain the openness of the area between the fort and the water's edge for defensive purposes. Consequently, a general sense of the strategic importance of the site and the reasons behind its selection for fortifications is readily conveyed to the park visitor.

The clustered arrangement of officers' quarters, barracks, and powder magazine on the parade grounds, all protected by the earthen and masonry ramparts, has remained a distinguishing characteristic of the fort throughout its history. Despite substantial alterations and subsequent restorations of individual buildings, and the modifications that accompanied armament and other structural/technological improvements, the War Department never undertook measures to substantially reconfigure the fort proper from its late 18th century pentagonal design. The fort retains and continues to convey the intent of its original design as a tightly contained and functionally integrated coastal defense work and garrison.

The 10 ft.-high brick wall presently marking the western boundary of the monument grounds was constructed in 1837 following the War Department's acquisition of additional lands in 1836. It not only serves as a formal demarcation of the western property line, but provides the approaching visitor the first physical feature clearly symbolic of the former military presence and control of the site. The boundary wall also provides a ready visual indicator of the maximum spatial extent of the fort grounds attained by the 1830s.

The asphalt entrance road (a continuation of Fort Avenue) follows the historic alignment of the original access road to the fort from Baltimore. While a section of the alignment was eliminated to accommodate the modern curved extension to the visitor parking area, a paved footpath follows a continuing portion of the historic alignment north of the ravelin. No readily observable evidence of the original roadbed remains.

The National Park Service presently maintains the grounds to perpetuate the memorial character of the national monument. Grass lawns extend from the boundary (entrance) wall to the seawall, with clusters of native and exotic trees and shrubs. Several small trees have recently been planted near the eastern tip of the point. Remnant survivors of the cherry trees planted in 1932 remain near the Civil

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War powder magazine. Circulation networks consist of the two-way paved entrance road to the visitor parking lot, paved roads to the maintenance areas, and several pedestrian walkways. Walkways provide access to the star fort, visitor center, and the Civil War powder magazine. They extend along the seawall around the perimeter of the property from the picnic area near the boat dock on the north, to a marsh area on the southwest. Non-contributing park housing and maintenance facilities are clustered at the west end of the property north and south of the entrance.

2. Archeological Resources

Several archeological investigations have been undertaken at Fort McHenry beginning in the 1950s and continuing to the present. These investigations have provided a more complete understanding of the fort's construction, the significance of its various structural and architectural features and the evolutionary sequence of development. For the most part, investigations have been initiated in response to the immediate requirements of maintenance/construction projects in efforts to mitigate the impacts associated with these undertakings.

Where sufficient integrity exists, Fort McHenry's archeological resources contribute to the overall National Register significance of the property. Archeological resources have frequently been identified in association with extant historic buildings and structures, for the most part consisting of footings, builder's trenches, artifacts and stratified soil deposits. In other instances, investigations have uncovered the remains of demolished structures that are identified in the historical record but no longer exhibit surface features, existing solely of below grade remnants and associated artifacts (e.g., privies, parade cistern, shot furnace, gun mounts, etc.). Outside the fort walls, the locations of several investigated structures in existence at the time of the 1814 bombardment (e.g., tavern, hospital, barracks, and stables) are marked and outlined with bricks.

In many cases, ground disturbance associated with the construction and removal of U.S. General Hospital No. 2 has likely impacted the archeological integrity of these resources. Among the early structures adapted for use by the hospital and then later removed were three 1843 stables (located in the northeastern portion of the 1836 addition to the fort's grounds). Two of the stables were used as prisons during the Civil War; all three served as barracks afterwards and continued in this function throughout the operation of the hospital. Numerous foundations of the World War I hospital buildings, themselves worthy of archeological consideration, remain in the grassy area outside the star fort and water battery.

A summary of the archeological information gathered for Fort McHenry was compiled in "Review and Synthesis of Archeological Documentation, Fort McHenry National Monument and Historic Shrine (18BC13),

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Baltimore, Maryland," John Milner and Associates, Inc., 1993. Additionally, an overview is in progress that will update and supplement data on the fort's archeological resources: "'On the shore dimly seen...': an Archeological Overview, Fort McHenry National Monument and Historic Shrine (18BC13)," (draft), Cheek, Balicki and Pousson, 1997.

Although a number of former structures have been identified in the historical record, most have not been archeologically investigated. The significance and contributing status of these potential resources are therefore presumed until such time as future investigations and assessments are completed. The following (former structures for which substantial archeological information has been collected from documentary evidence and test excavations) are identified as contributing sites:

a. Parade Cistern - A cistern was placed between the enlisted men's barracks at the time Fort McHenry was constructed (ca. 1800). For a number of years prior to the War of 1812, however, the garrison relied on water brought in from a well in Baltimore. Archeological investigations in 1978 identified remains of the cistern. Its brick exterior measured 16 ft. X 27 ft., and its interior chamber (10 ft. X 21 ft.) was enclosed with 3 ft.-thick brick walls. The cistern was disturbed by the placement of a septic tank, the construction (ca. 1814-19) of a structure that by 1833 briefly served as a guardhouse, and later by the construction of a shot furnace (1836-37) over the site.

b. 1813 Parade Well - In 1813, as part of the war preparations, a well was dug a few feet north of the parade cistern. The upper portion of the well (12 ft.-wide X 40 ft.-deep) was shored with wood in the fashion of a mine shaft. Tongue and groove sheet piling was then driven to extend the well to an overall depth of 95 ft. A brick bombproof vault was constructed over the well immediately after the 1814 bombardment. The bombproof vault was removed prior to 1840, although the well (providing 18 gallons per minute of pure drinking water) remained in use until ca. 1870. The well was eventually supplanted by another artesian well constructed in the center of the parade at the beginning of the Civil War. Archeological investigations of the 1813 well were also undertaken in 1978, identifying it as a slightly elliptical brick cylinder (internal diameter 6 ft.; external diameter 9 ft.) covered by a brick dome. A footing for the support pillar of the 1814 bombproof was also identified.

c. Ravelin ("Old") Barracks - Utility excavations in 1963 encountered the brick foundation remains of a former barracks located between 40 and 90 ft. northeast of the ravelin's salient. Subsequent archeological investigations determined that the structure was 18 ft.-wide X about 48-50 ft.-long. A herringbone-pattern brick floor was

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found near the base of the northwestern foundation. The barracks was presumably constructed in the late 18th century, either for Fort Whetstone (1776-82) or as part of the initial construction of Fort McHenry (1795-96). It was removed by 1813 as a probable consequence of the ravelin's construction. Artifacts found in association with the barracks support a late 18th/early 19th century period of occupation.

d. Gun Shed and Store House - The functional integration and proximity of these two structures (about 10 ft. apart) have led to their archeological consideration as one contributing site. The structures were built in 1807-08 north of the fort and along the fort's property line. The northwest walls of the structures were eventually incorporated into the fort's 1817 boundary wall. The structures existed into the 1870s, and possibly as late as 1888 when replacement structures were built. Both brick structures were one and one-half stories in height, and served multiple purposes: the upper half-story of the gun shed was evidently used for storage, and the ground floor of the store house was used variously as a stables, artillery shed and barracks. Full-length additions were placed on the northwest sides of both structures shortly before 1873, doubling their size. Although an accurate appraisal of dimensions has been complicated by various structural additions and wall realignments, the gun shed measured about 101 ft. X 21 ft., and the store house about 75 ft. X 24 ft. Most of the artifacts collected from the various archeological excavations of the structures were found to be deposited along with later fill material, and do not substantially contribute to the site's interpretation.

e. 1813 Hospital - This structure (located about 160 yards north of the present ravelin) provided over a century of service at Fort McHenry; it first served as a hospital from 1813 to 1840, next as the commanding officer's quarters from 1840 to 1912, and finally as the post exchange from 1917 to 1923 during the operation of U.S. General Hospital No. 2. It was demolished sometime between 1925-26 when most of the World War I hospital structures were removed. The original structure measured 57 ft. X 20 ft. Later additions that modified and extended the structure's dimensions included porches on the southeast and northwest sides (1829), a kitchen and service area on the northeast end (1872-73), and a parlor with upper sleeping quarters on the southwest end (1875-76). Archeological investigations in the 1960s did not reveal intact foundation remains, although brick porch footings, wall remnants associated with the additions, and extensive masonry debris were identified. Most of the recovered artifacts were introduced to the site in imported fill, and lacked useful archeological context.

f. Married Soldier's Quarters - This structure is presumed to have been constructed shortly after 1819, and was removed in 1867. A porch was added in 1829. It was first depicted on an 1834 plan, and

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described in a letter accompanying the plan as a wood one-story married soldier's quarters consisting of 6 rooms, each about 14 ft. x 14 ft. The structure was converted to officers' quarters by the time of the Civil War, and was last depicted on an 1866 plan. Archeological monitoring and testing in 1975 resulted in the identification of brick pavement remnants adjacent to the structure, sections of the brick perimeter wall footings, and remnants of two of the structure's three double fireplaces and chimneys. Artifacts were recovered that were temporally consistent with the presumed period of construction.

g. 1817 Boundary Wall - This was the original wall that extended along the fort's western boundary between 1817 to 1837. Acquisition of additional lands led to the construction in 1837 of a new wall further to the west, and materials from the original wall were salvaged and incorporated into the new wall. Footings of the original wall have been exposed in several archeological investigations conducted in the late 1950s and the 1960s. Where identified, the footing (about 2.5 ft.-wide X .5 ft. thick) typically consisted of a mass of lime mortar poured in a trench and embedded with brick fragments. Investigations have attempted to confirm the wall's alignment in conformance with early plans, and it appears that the 1834 Lee plan is probably more accurate in this regard than the 1819 Poussin plan that also depicts the alignment.

h. Tavern - A former tavern was constructed sometime during the mid-1790s adjacent to the southwest side of the entrance road to the fort, and immediately outside the fort's property boundary. The tavern was situated on a privately-owned tract of 4.5 acres. The two-story brick structure measured about 54 ft. X 30 ft. The 1803 and 1806 plans for Fort McHenry depict the tavern, and also another smaller structure (possibly a stable) on the opposite side of the road. The tavern was leased to the fort between 1833 and 1836, although it is not known to what use the structure then served. It is presumed to have been demolished in 1837 when the post was enlarged and the new boundary wall was constructed. Archeological investigations of the tavern site were conducted in 1958 and 1966. Segments of foundation were identified (undressed dark igneous rock laid in lime mortar). A portion of the fill deposited in the cellar was also examined, consisting primarily of densely-packed construction debris (brick, stone, mortar and plaster fragments).

(number of contributing sites: 9)

B. Contributing Structures

1. Star Fort Ramparts - The ramparts are comprised of several structural components constructed variously of earth and brick/stone masonry. In profile these exhibit an irregular stepped appearance. Proceeding from the exterior of the ramparts inward, the principal

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components are the scarp wall, earthen parapet, breast height wall, earthen terreplein, and parade wall.

1A. **Scarp Wall** (FOMC 12; LCS no. 00352) - The scarp walls are the exterior walls of the star fort comprising the outer part of the bastions and the curtain walls separating adjacent bastions. These walls are battered (sloping inward from the ground up) and vary in height between 9 ft. 8 in. and 13 ft. 6 in. They are constructed of English bond brick facing, several courses thick, over an inner wall of mortared stone. Sandstone quoins are present at each external angle of the scarp. The foundation consists of roughly dressed and irregularly laid granite. Stone counterforts buttress the inner wall of the scarp. The scarp walls were originally capped with coping stones that soon deteriorated and were completely replaced with new granite coping in the 1830s. While the overall configuration of the scarp walls has not been altered, regular repair and replacement of the brick facing because of deterioration have resulted in little remaining original brick fabric.

As is true of the various masonry walls throughout the fort, the scarp walls do not exhibit a uniform appearance. This is partly a consequence of the repeated episodes of brick replacement and resulting variations in color and texture. Variations are also attributed to the brick manufacturing processes employed during the early period of the fort's construction. Brick was then fired at lower temperatures with heat often unevenly distributed within the kiln. This produced differences in oxidizing/reducing atmospheres that accounted for color variations within a single lot of bricks; the variations would be magnified over multiple brick lots, even though all may have been installed within a relatively short period.

1B. **Parapet** - The sodded earthen parapets of the ramparts originally sloped gradually upwards from the scarp wall and then steeply down from the peak to the infantry banquette. Erosion has contributed to the modification of the parapet profile over the years. An attempt to prevent erosion was made in 1844 with the clapboarding of the parapet's inner slope. The parapets were also originally designed with two embrasures (openings) through the flanks of each bastion to permit artillery fire. These were later filled-in in 1813. While the locations of all gun embrasures have not been positively identified, archeological excavations conducted in 1994 identified the location of an original embrasure on the left flank of bastion 3; the location agreed with that depicted on the 1803 plan of the fort.

1C. **Breast-height Wall** (FOMC 12.A; LCS no. 81247) - The parapets were significantly modified in 1837 by construction of the brick breast-height wall on the inner slope. This wall was later raised by 18 in. in 1839, bringing the height to about 3.5 ft. Zinc sheathing and sandstone coping were also installed at the top of the wall at that time. The wall was intended to protect the infantry from enemy fire

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and to retain the earth of the sodded interior parapet. Other than subsequent repairs necessitated by water damage, the breast-height wall has remained relatively unaltered.

1D. Terreplein - The terreplein (the broad surface of the rampart extending originally from the infantry banquette below the breast-height wall to the parade wall) underwent several episodes of modification. The terreplein within the bastions was altered in 1813 with the placement of wooden platforms to allow artillery fire over the parapet walls. Construction of the breast-height wall (1837-39) and subsequent infantry banquette (1840) further altered the terreplein along the bastions and curtains. Gun emplacements and traverses were installed on the terreplein that also experienced modification as a consequence of armament improvements. Twenty original brick traverse remnants of the 1842 gun mounts remain below grade along the southern terreplein between bastions 3 and 5.

1E. Parade Wall (FOMC 17; LCS no. 81212) - The stone parade wall of random-coursed ashlar with stone coping was constructed in 1834 around the perimeter of the parade ground. The wall varies in height from about 2 ft. near the sally port to over 6 ft. behind barracks no. 2. It separates the parade from the adjacent earthen terreplein, that previously sloped to the level parade surface. A portion of the wall behind the powder magazine is brick and was constructed in the immediate aftermath of the 1814 bombardment as part of measures to bombproof the magazine. In 1962, the park removed 10 ft. of the parade wall adjacent to the sally port.

2. Postern (FOMC 25; LCS no. 81215) - The postern tunnel, centered below the rampart between bastions 4 and 5, was the fort's primary drain. It was designed to carry water runoff from the parade to outside the scarp wall. Originally larger, the vaulted brick passageway was reduced in size in 1837 to its present dimensions (about 2 ft. 3 in.- wide X 4 ft. 7 in.-high). Granite lintels and support surrounds are present at the gated interior and exterior openings. An 18 in. drainpipe was placed below the floor of the tunnel in 1836 that delivered runoff to the harbor. The postern also provided a secondary means of access and communication between the fort and outer defense works. If a caponniere (protected covered passageway) was in fact constructed as part of the 1813 improvements recommended by Col. Wadsworth, access between it and the star fort would have been via the postern. Following construction of the water battery in the 1830s, access between the battery and the fort would also have been by way of the postern.

3. Moat (FOMC 16; LCS no. 07751) - Remnants of the dry moat or ditch exist on the north and northwest sides of the fort adjacent to the scarp wall, and by the north wall of the ravelin. The moat is presently about 4 ft.-deep and 25-40 ft.-wide. It is an original feature of the defense works, by 1803 surrounding all but the fort's

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southeastern side. The 1819 Poussin map depicts the moat completely around the fort and the ravelin. The moat has undergone several alterations, notably by filling and alignment modifications undertaken in 1929 during the War Department's restoration activities, construction and demolition of the World War I hospital, and by the introduction of a parking lot and roadway adjacent to the ravelin.

4. Ravelin - The ravelin is a detached, triangular-shaped earthen and masonry structure constructed in 1813-14 to bolster defense of the exposed sally port. Both faces of the ravelin are about 133 ft. long. The road that led to the fort from Baltimore crossed the dry moat at the north face and passed through the ravelin, exiting at the gorge and crossing to the sally port. Wooden bridges were constructed across the moat and gorge to permit access. The road through the ravelin was also filled-in in 1839 and the entrance through the north face bricked-up.

4A. Ravelin Scarp Wall (FOMC 13; LCS no. 07750) - The ravelin's battered brick scarp walls are similar in appearance to those of the star fort, varying in height between approximately 8 and 10 ft. However, the ravelin scarp walls were constructed on a brick foundation instead of stone and were buttressed with brick counterforts. Sandstone quoins are present at the exterior angles of the scarp, with granite coping at the top of the walls.

4B. Ravelin Breast-height Wall (FOMC 13.B; LCS no. 81245) - In 1837, 3 ft.-high brick revetment walls were constructed on the raised inner slope of the ravelin's parapet. In common with the breast-height walls of the star fort, these walls were raised by 18 in. in 1839. Seven gun emplacements were constructed along the breast-height walls on the ravelin's terreplein at that time. Remnants of the infantry banquettes that separated the gun emplacements are still evident on the Ravelin.

4C. Ravelin Gun and Emplacements (FOMC 13.A; LCS no. 81218) - In 1865, near the end of the Civil War, a gun emplacement for a 15-in. Rodman gun was constructed at the salient of the ravelin, supplanting three earlier emplacements and necessitating rebuilding of the revetment wall at that location. A 15-in. Rodman gun cast in 1865 is currently positioned at the salient, the only gun now mounted on the ravelin. In addition to the Rodman and its emplacement, four 1839 gun emplacements (granite pintle blocks, 8 ft. 6 in. X 9 in., with traverse circles) remain on the ravelin.

4D. Magazine No. 1 (FOMC 20; LCS no. 81217) - As part of the post-Civil War improvements undertaken in 1866, magazine no. 1 was constructed in the ravelin. This underground powder magazine consists of a two-chambered brick barrel vault (approx. 38 ft. X 20 ft.). Two entryways from the gorge provide access to a vestibule, from which two flights of brick steps descend to the magazine.

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5. Water (Outer) Battery - Construction of the earthen parapet and revetment wall of the water battery was carried out between 1836 and 1837 under the direction of Lt. Henry Thompson, U.S. Army Corps of Artillery. The battery extends from the east face of the ravelin to the left shoulder of bastion 3. Although technically not a true water battery in the traditional sense of being constructed near the water's edge, its purpose was nevertheless to provide a first line of defense between the fort and the seawall. Thirty-nine gun emplacements were built within the battery between 1837 and 1838. Two shot furnaces were added in 1842, structures later demolished as a consequence of improvements carried out towards the end and immediately following the Civil War. Archeological testing conducted in 1993 uncovered foundation remains of one of the shot furnaces, located opposite the salient of bastion 5. In 1866, two underground magazines, two underground bombproofs, and a free-standing earthen traverse were constructed within the battery. The magazines and bombproofs are brick chambers covered with sodded earthen mounds that were intended to protect, respectively, powder and troops; they also functioned as traverses. In common with other masonry structures elsewhere in the fort, the magazines, bombproofs, and breast-height wall have experienced deterioration associated with moisture and poor drainage.

5A. Water (Outer) Battery Breast-height Wall (FOMC 14; LCS no. 07755) The brick revetment wall is about 1000 ft.-long, and averages about 4 ft. in height. A steep earthen slope (glacis) originally extended from the top of the parapet to the seawall. This feature was severely modified and impacted in 1917 by construction of U.S. General Hospital No. 2. Settlement of the breast-height wall shortly after construction necessitated rebuilding efforts in 1839. The new wall was built 18 in. higher than the original with a corresponding increase in the height of the parapet. Recent archeological investigations have demonstrated that the 1839 reconstruction altered only the top section of the wall and its outer face, and that the original 1837 wall and foundation were retained. The entire revetment wall was repaired and repointed in 1929. Extensive rebuilding of portions of the wall using modern materials occurred in the 1980s, with removal of original stone foundations. Despite the rebuilding efforts, the brick wall retains its exterior appearance and configuration from the post-Civil War period.

5B. Water (Outer) Battery Guns and Emplacements (FOMC 14.A; LCS no. 81221) - In 1865, four emplacements for 15-in. Rodman guns were constructed in the water battery. Construction of these emplacements required the removal or modification of several 1830s/40s emplacements and the modification of adjacent sections of revetment wall. There are presently 11 Rodman guns with iron carriages mounted on display in the battery: 4 (8-in.), 3 (modified 10-in. to 8-in.), and 4 (15-in.). In addition to these guns and their emplacements, 13 unmounted emplacements exist above ground in the water battery consisting of

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granite pintle blocks and traverse circles.

5C. Magazine No. 2 (FOMC 21; LCS no. 81224) - Located opposite the postern tunnel, magazine no. 2 (1866) consists of a 3-chambered brick barrel vault (49 ft. X 20 ft.) with an iron-gated entry vestibule.

5D. Magazine No. 3 (FOMC 22; LCS no. 81225) - Magazine no. 3 (1866) is located opposite the right face of bastion 4. It is also a 3-chambered brick barrel vault (approx. 37 ft. X 25 ft.). Two arched entry portals with iron gates lead to two vestibules, each providing access to the main chamber.

5E. Bombproof No. 1 (FOMC 23; LCS no. 81222) - Bombproof no. 1 (1866) is located opposite the right face of bastion 5. It is a brick barrel-vaulted chamber (14 ft. X 28 ft. X 8 ft. 10 in.-high).

5F. Bombproof No. 2 (FOMC 24; LCS no. 81223) - Located opposite the salient and left face of bastion 4, bombproof no. 2 (1866) is similar in configuration to bombproof no. 1. It measures 14 ft. X 30 ft. X 8 ft. 10 in.-high.

5G. Traverse (FOMC 26; LCS no. 81216) - A free-standing traverse consisting of a 10 ft.-high earthen mound is located opposite the left face of bastion 5. At its base, the traverse measures about 20 ft. X 30 ft. It was intended to protect the ravelin, sally port and water battery from enfilade fire. Construction of the traverse and magazine nos. 1 and 2 supplanted several earlier gun emplacements and a section of the revetment wall.

6. Powder Magazine (FOMC 02; LCS no. 00355; Building B) - This is the original fort powder magazine, constructed ca. 1800. The one-story brick structure (approx. 30 ft. X 40 ft.) has a single entrance on the south elevation. The magazine was originally not bombproof, and damage sustained during the 1814 bombardment prompted the construction immediately afterwards of a vaulted arched roof of brick and slate with reinforced brick walls. These measures gave it somewhat of a gambrel roof or barn-like appearance. A brick traverse was constructed in front of the magazine as part of the defensive preparations during the War of 1812; this was later removed. The magazine was evidently used until the late 19th century.

7. Sally Port and Guardhouses (FOMC 06; LCS no. 00354) - The sally port is the fort's primary entrance. The 1803 plan map of the fort depicted the sally port as a simple open passage through the scarp wall between bastions 1 and 5. The entrance was gated and a bridge spanned the moat in front. Subsequently (as depicted on the 1819 Poussin plan), a vaulted brick arch was constructed over the sally port by that date designed by Maximilien Godefroy, professor of Civil and Military Architecture at St. Mary's College. Underground personnel bombproofs were constructed on either side of the sally port

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in the immediate aftermath of the bombardment, later converted to magazines during the Civil War. In 1835, guardhouses (16 ft. X 24 ft.) were built on either side of the sally port. In 1857, three additional prison cells were added to the south guardhouse and one to the north guardhouse. The guardhouses were later used for offices and storerooms. Heavy wooden doors are at either end of the sally port, as well as at the interior arched entrances to the bombproofs. From the 1860s to the present, the sally port has also served as the fort's primary utility corridor. The sally port floor has been altered several times throughout the 19th and 20th centuries (most recently in 1982) and a variety of surfacing materials have been used such as brick, oyster shell and macadam. The present paving consists of brick laid in a herringbone pattern. The sally port was restored as part of the overall fort restoration undertaken by the War Department between 1928 and 1929.

8. Flagpole (FOMC 15; LCS no. 00357) - The present flagpole is a 1989 reconstruction replacing an earlier reconstruction of 1959. It is located on the parade near the sally port where its position was identified on the 1803 plan map. It stood at this location until 1839, when it was relocated to bastion 5 where it remained until 1959. Archeological investigations conducted at that time recovered the original brace support for the flagpole, confirming its location on the parade. The flagpole was then reconstructed in its original location. The overall height of the flagpole is 89 ft. It consists of two round timber masts (fashioned from 120-year-old Douglas Fir) spliced and braced at a bridge 55 ft. above the ground. The pole is stabilized by steel guy lines attached to a 9 ft.-square wood platform at the base. The platform is non-historic, constructed in 1959 to serve for ceremonial occasions.

9. Parade Walkways (FOMC 18; LCS no. 81213) - Brick walkways laid in a herringbone pattern connect the parade buildings. The configuration of the walkways corresponds to that identified on an 1834 plan drawing, although it is unknown if the walks were bricked at that time. However, brick walkways in a herringbone pattern are evident in a photograph of the parade grounds taken sometime between 1883-1894. Brick gutters presently run along the base of the parade wall, intended to drain surface water to the postern tunnel. Plan maps of the fort, including the earliest from 1803, depict drain gutters in place within the parade prior to construction of the parade wall in the 1830s. These drains followed the same general alignment as at present.

10. Parade Drive (FOMC 19; LCS no. 81214) - The parade drive is a circular gravel driveway (12 to 30 ft.-wide) entering from the sally port and encircling the grassy area in the center of the parade. The drive is first depicted on an 1888 plan of the fort, and was originally surfaced with oyster shells. The alignment of the drive is historic.

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11. **Civil War Powder Magazine** (FOMC 07; LCS no. 07756) - This one-story gabled brick/concrete magazine and its detached 8 ft.-high exterior wall were constructed in 1863-64 approximately 600 feet northwest of the star fort. The structure measures about 80 ft. X 40 ft., and the detached wall about 62 ft. X 96 ft. A single entrance door is on the northeast face, and a square brick tower at the southwest end serves as a ventilating shaft. Between 1914 and 1917, the City of Baltimore leased Fort McHenry as a city park, and converted the Civil War powder magazine to a bathhouse. This resulted in extensive alteration of the magazine's south courtyard and the courtyard's surrounding wall. During World War II, the interior served as a target pistol range for U.S. Coast Guard officers. Despite the alterations, the structure is considered a rare architectural example of this type of detached magazine from the Civil War period. It was adapted in 1974 for storage of furnishings and collections from Fort McHenry and from Hampton National Historic Site.

12. **Boundary Wall and Entrance Gates** (FOMC 08; LCS no. 07757) - A 10 ft.-high brick wall built in 1837 extends along the western boundary of the park 240 ft. north and 575 ft. south of the entrance. The wall is capped with granite coping, and strengthened at intervals by square brick piers, 26 in.-wide. It was constructed to demarcate the boundary of the fort following the acquisition of additional land in 1836. An earlier boundary wall constructed in 1817 marked the western boundary of the fort as it existed at the time of the 1814 bombardment. Both this earlier wall (dismantled when the 1837 wall was built) and its successor served no defensive purpose. Paired wrought iron gates (non-historic; replaced following recent damage by automobile impacts) are at the main entrance supported by granite piers. There are also two wrought iron pedestrian gates of similar construction.

In 1878, the War Department leased 2.75 acres within the northeast sector of Fort McHenry to the Baltimore Drydock Company. As a result of a 1990 Congressional Act that eliminated the possibility of transferring this acreage to the park, some 300 ft. of the 1837 boundary wall existing in this area remains in private ownership. It is threatened with removal with no protection under existing historic preservation laws.

13. **Boundary Fence** (FOMC 08.A; LCS no. 81244) - A boundary fence constructed by the War Department in 1926 demarcates the boundary between Fort McHenry and the U.S. Navy installation on the north. The iron picket fence is about 5 ft.-high and about 953 ft.-long, with brick/concrete end piers.

14. **Seawall** (FOMC 09; LCS no. 07758) - The seawall is a heavy masonry retaining wall, about three-quarters of a mile in length next to the water's edge. Initial construction of the wall began in 1816, with a second phase of construction between 1836 and 1839. Work on

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additional sections continued until 1895. The wall is constructed of cut granite stones set flush with the earthen sod embankment behind the wall. The eastern half of the wall was reset in 1974-75, and rip-rap was added as protection at that time. The wall was severely damaged by Tropical Storm David in 1979 that displaced numerous coping stones. Repairs were made in 1985 to a wall section near the city pier.

15. **Fort Avenue** (FOMC 30; LCS no. 81229) - Although since modified, this road was the original access and supply route to the fort from Baltimore and existed at the time of the fort's construction and the subsequent 1814 bombardment. Because of modifications in road materials and width, the alignment is the only remaining historic element. There are about 670 ft. of original road alignment within the park boundaries. The paved asphalt entrance drive with concrete curbs and gutters follows the historic alignment for 570 ft. from the park entrance to the curve leading to the visitor parking area. A paved footpath follows another portion of the alignment for 100 ft. from the marble posts marking the historic lane to the former Washington Elm tree north of the ravelin. All visible traces of the historic roadbed have been eliminated along the course of the alignment.

16. **Seawall Trail** (FOMC 31; LCS no. 81230) - This 6 ft.-wide X 3360 ft.-long asphalt pedestrian trail borders the seawall. It was originally constructed in 1917-1919 as a paved recreational path for the patients and staff of the World War I hospital. It was altered in 1926 and 1963 with curved alignments at the parking lot and west boundary wall.

(number of contributing structures: 32)

C. Contributing Buildings

1. **Commanding Officer's Quarters** (FOMC 01; LCS no. 07752; Building A) This two-story brick building was constructed ca. 1800 and measures approximately 79 ft. X 18 ft. It is located on the north side of the parade ground between bastions 1 and 2. It was originally one-story with a gable roof and dormer windows. A second story was added with full-length covered piazza on the front facade as part of extensive remodeling in 1829. A two-story addition was also constructed in 1829 connecting the building to the adjacent guardhouse; the guardhouse was subsequently converted to a kitchen. In 1894, the quarters were again remodeled in conversion to a supply storehouse/office, and the piazza was removed. In 1929, as part of the War Department's restoration of the fort, the piazza was restored and deteriorated sections of the brick exterior walls were rebuilt and repointed. New tin roofs, gutters and drainspouts were installed at that time. The building presently exhibits an unadorned appearance with evenly-spaced rounded porch columns and simple porch railing; a raised-seam metal roof over

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the second floor piazza; sash windows of 20 lights on the front and rear; a tin shed roof with stepped parapet end walls and two brick chimneys. The first floor is presently used for interpretive wayside exhibits. The second floor serves as the park's living history storeroom and office.

2. Junior Officers' Quarters (FOMC 03; LCS no. 07553; Building C) - This building (ca. 1800) is located between bastions 2 and 3 and is similar to the other residential quarters in appearance but measures about 62 ft. X 18.5 ft. It was originally one-story with a gable roof and dormer windows. A second story was added with full-length covered piazza on the front facade as part of extensive remodeling in 1829. In 1894, the second floor was removed and the building was converted into a bakery. In 1929, the second floor and piazza were reconstructed. Deteriorated exterior walls were rebuilt and repointed at this time, and a new tin roof, gutters and drainspouts were installed. One of the first floor rooms is presently used for interpretive wayside exhibits and the upstairs for park personnel quarters.

3. Enlisted Men's Barracks No. 1 (FOMC 04; LCS no. 07554; Building D) This building, similar in appearance to the other residential quarters, measures 91 ft. X 22 ft. It is located between bastions 3 and 4. As originally constructed (ca. 1800), it was one and one-half stories with gabled roof and dormer windows. In 1829, the building was remodeled with the addition of a second story, piazza and kitchen on the west end. Deteriorated exterior walls were rebuilt and repointed in 1929, and a new tin roof, gutters, and drainspouts were installed. An interpretive exhibit presently occupies one first floor room, and another first floor room is used for a classroom. Ranger offices, restroom, kitchen and the park library are located upstairs.

4. Enlisted Men's Barracks No. 2 (FOMC 05; LCS no. 00356; Building E) This building (99 ft. X 22 ft.) is also similar in appearance to the other residential quarters. It is located between bastions 4 and 5. As originally constructed (ca. 1800), it was one and one-half stories with gabled roof and dormer windows. A second story was added with full-length covered piazza on the front facade as part of extensive remodeling in 1829. In 1894, its second floor piazza was removed and the building converted to a quartermaster's office and storehouse. In 1929, the deteriorated exterior walls were rebuilt and repointed, the piazza reconstructed, and new tin roofs, gutters and drainspouts installed. Interpretive exhibits are presently on the first floor, and meeting rooms and offices are on the second floor. Archeological investigations were conducted in 1958 of the original (ca. 1800) basement kitchen.

(number of contributing buildings: 4)

D. Contributing Objects

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1. **Armistead Monument** (FOMC 10; LCS no. 07759) - The 9-ft. standing figure of Maj. George Armistead, fort commander during the 1814 bombardment, was sculpted by Edward Berge in 1914. It was erected by the City of Baltimore and the Society of the War of 1812. The bronze statue is mounted on a 9 ft. X 9 ft. X 12 ft. granite base. It was originally located on the parapet of the water battery opposite magazine no. 2, and was moved in 1963 to its present location in front of the entrance to the visitor center.

2. **Statue of Orpheus** (FOMC 11; LCS no. 00353) - The large bronze statue of Orpheus (mythological Greek poet and musician), was sculpted by Charles H. Niehaus, an influential late 19th century neo-classical sculptor. The statue was the winning entry of a design contest authorized by Congress in 1914 to commemorate Francis Scott Key and "The Star-Spangled Banner." After several years delay, the statue was completed and a dedication ceremony was held in 1922, attended by President Warren G. Harding. The 22 ft.-high statue stands atop a 15 ft.-high marble pedestal and 25 ft.-diameter base. It was originally located in the center of Fort Avenue west of the fort, and was moved in 1963 a short distance to its present location east of the Civil War Powder Magazine.

3. **Marble Benches** - Twelve curved marble benches were originally positioned around the statue of Orpheus, along the perimeter of the driveway that formerly encircled the statue in the center of Fort Avenue. The benches were placed in 1922, and were dispersed when the statue was relocated in 1963. Four of the benches are presently around the Orpheus statue, and the remainder are along the seawall trail. The benches are in very good condition, and are regarded as a collection of contributing objects. They are about 6 ft. in length, with decorative carved scrollwork on the 4 pedestal supports.

4. **American Privateers' Monument** (FOMC 27; LCS no. 81226) - This monument consists of an 1814 cannon from an unknown Baltimore ship mounted on a granite base. It was erected in 1914 by the Society of the War of 1812 to commemorate the private armed vessels that were commissioned to capture British ships during the War of 1812. The dedication plaque has been removed. It is located near the southwestern end of the water battery breast-height wall.

5. **British Bomb Monuments** (FOMC 28; LCS no. 81231) - These two monuments consist of 13-in. British mortar and carcass shells from the 1814 bombardment that failed to explode. They are mounted on rough-cut granite shafts. They were erected in 1914 and moved in 1966 to their present location adjacent to the fort powder magazine. The 13-in. carcass shell is the only one known to exist in the United States, and its history is fully documented.

6. **Francis Scott Key Memorial Plaque** (FOMC 34; LCS no. 81248) - This

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bronze and marble plaque was designed and sculpted by Charles Niehaus in 1914 commemorating the centennial of the 1814 bombardment and Francis Scott Key's writing of "The Star-Spangled Banner." It is placed in the southeast scarp wall of bastion 1 about 4 ft. above ground level.

7. Collections - Approximately 25,000 items are maintained in Fort McHenry's various museum collections. Among the significant collections are the E. Berkley Bowie Firearms collection (part of this collection is on permanent loan to Gettysburg National Military Park); the Mrs. Reuban Ross Holloway collection of documents and manuscripts pertaining to the adoption of "The Star-Spangled Banner" as the national anthem; a collection of United States flags; and numerous historic photographs documenting the 1917 construction of U.S. General Hospital No. 2 and the W.P.A.'s repair and repointing work in the 1930s. The park also houses extensive artifact collections obtained by the numerous archeological excavations that have been conducted over the years. Several objects from significant periods of the fort (e.g., furniture, armaments, items of clothing, etc.) are exhibited in the visitor center and the parade ground buildings.

Over 100,000 documents relating to Fort McHenry's historical development are also maintained on-site. These were compiled from original sources by the National Park Service as part of the Historical and Architectural Research Project (HARP). Undertaken between 1957 and 1958, this was a concerted effort to collect and research important historic, archeological and architectural information pertaining to the fort.

(number of contributing objects: 7)

E. Noncontributing Buildings

1. Visitor Center - The 2400 sq.-ft. visitor center was constructed in 1963-64 during the period of development in the National Park Service known as "Mission 66." It houses a 65-seat auditorium, lobby/exhibit area, restrooms, concession-operated gift shop, and NPS administrative offices and storeroom. The one-story masonry and steel structure with brick veneer is located approximately 300 ft. north of the fort. It exhibits a functional contemporary design typical of late 1950s and early 1960s modern architecture.

2. Maintenance Shop - The maintenance shop (a 2400 sq.-ft. structure built in 1963-64) is located in the northwest corner of the monument grounds adjacent to the park housing complex. It contains two small offices and shop/storage rooms. The one-story masonry veneer building (approx. 50 ft. X 110 ft.) has an attached one-story metal panel clad addition (approx. 30 ft. X 50 ft.) forming an ell. A brick wall runs along the south elevation concealing maintenance operations and the park housing area.

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3. **Employee Housing/Offices** - A one-story brick and wood frame Mission 66 duplex is located adjacent to the maintenance shop. The gabled, ranch-style building was constructed in 1963-64, with three bedrooms in each unit. Each unit (6 bays wide X 2 bays deep) measures about 55 ft. X 25 ft. Both units were originally used as residences, but currently only the south unit is used for that purpose; the north unit functions as adjunct administration and maintenance offices.

4. **Utility Garage** - A new metal garage (60 ft. X 120 ft.) was constructed in the southwest corner maintenance area of the park in 1996. It replaces a former one and one-half story, wood-frame garage with board and batten siding constructed in 1940 on the same site. The removed garage was determined ineligible for the National Register of Historic Places in May, 1995. A 175 ft.-long paved roadway leads to the garage and the storage building (no. 5, below).

5. **Storage Building** - This building is located near the utility garage (no. 4, above) in the southwest corner of the park. The building was constructed in 1980 with concrete masonry unit (CMU) side walls; the front and roof are open. It is used for materials storage.

6. **Comfort Station** - A one-story wood frame restroom (18 ft. X 58 ft.) is located near the new picnic area and boat dock. The hipped roof building (constructed in the late 1980s) has entrances at either end with screened enclosures. A central entrance provides access to plumbing and waste systems.

(number of noncontributing buildings: 6)

F. Noncontributing Structures

1. **Modern Boundary Fence** - This fence (constructed in 1973) extends east for 580 ft. from the northern end of the historic brick boundary wall to a brick corner pylon, and then northerly to the seawall. It separates the park from parcels owned by the Army Corps of Engineers and the Baltimore Fire Department. The 5 ft. 5 in.-tall fence consists of 10 ft. sections of wrought iron spikes anchored in preexisting concrete footers. It was designed to replicate the existing historic boundary fence and replaced a chain link fence dating from the 1930s to the 1950s.

2. **Boat Dock** - A ca. 1977 boat dock and pier (located outside the park boundary near the end of the seawall) is incorporated into the park's visitor circulation system. It is owned by the City of Baltimore and leased by the city to the Harbor Shuttle. A small picnic area is located near the dock with uncovered picnic tables. A paved footpath leads to the area from the fort.

3. **Parking Lot and Entrance Drive** - The visitor parking lot and connecting portion of the entrance drive were constructed as part of

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the Mission 66 improvements undertaken in the park between 1963 and 1964. The landscaped lot measures approximately 350 ft. X 350 ft. and is paved with bituminous asphalt. The modern section of the entrance drive curves for 300 feet, connecting the parking lot to the primary entrance drive (the alignment of historic Fort Avenue). A grass turf parking area is located to the west and adjacent to the paved parking area to handle overflow vehicle parking during peak visitation events.

4. U.S. Coast Guard Tower - This is a 60 ft.-high steel navigational aid equipped with a flashing green range light. It is located on a 30 ft. X 30 ft. site near the seawall east of the star fort. The tower provides a vital navigational and safety service for ships entering Baltimore harbor during darkness. While the present tower is modern, navigational towers have been placed in the general area since the 1890s.

5. Utility Corridors - Several utility corridors cross the grounds of the national monument including: 1). a 1911 right-of-way easement held by the City of Baltimore for two underground electrical lines, 2). a 1925 right-of-way easement held by the U.S. Coast Guard for the electrical line serving the light tower, 3). a 1947 right-of-way easement held by the City of Baltimore for two sealed water mains, 4). a right of way held by the U.S. Navy for the water main supplying the U.S. Naval Reserve Center, and 5). sealed underground steam lines from the U.S. Naval Reserve Center passing through the curtain wall between bastions 1 and 2.

(number of noncontributing structures: 5)

G. Noncontributing Objects

1. War of 1812 Commander Memorial Tree Plaques - These 32 concrete markers with bronze plaques were erected by various War of 1812 organizations to commemorate commanders of the war. The markers were placed in 1932-33 adjacent to commemorative trees that were planted at that time on the fort grounds. The original trees died and have been replaced. The markers were moved in 1962 across the road to their present location near the Civil War powder magazine. They represent elements of a commemorative landscape that has lost integrity and their associated significance has been diminished.

2. State Tablet Monuments - These are concrete commemorative markers with brass plaques placed in 1932 by various War of 1812 groups and dedicated to each state of the nation; Hawaii and Alaska were dedicated in 1964. They are located along the drive from the entrance gate. Like the memorial tree plaques, they represent elements of a commemorative landscape that has lost integrity and their associated significance has been diminished.

3. Washington Elm Tree Marker - This concrete marker with bronze

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plaque was placed in 1932 by the Maryland Society of the Daughters of the American Revolution. It commemorates the 200th anniversary of the birth of George Washington. The Washington Elm contracted Dutch Elm disease and was removed in November, 1995. The tree removal was undertaken in accordance with NPS procedures implementing Section 106 of the National Historic Preservation Act of 1966, as amended. The marker was removed and placed in the park's museum collection.

4. Modern Benches - Seventeen concrete modern benches (constructed in the 1940s and 50s) are distributed throughout the site. Although designed to replicate the general scale and appearance of the historic marble benches, they do not exhibit the decorative detail of the marble benches.

(number of noncontributing objects: 4)

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Significance (Summary)

Fort McHenry, constructed between 1794 and 1802 to guard the entrance to Baltimore harbor, is recognized as one of the finest surviving examples of coastal fortifications built during the First American System. This system of federally-funded forts spanned the Atlantic seaboard and the Gulf of Mexico to protect strategic ports from foreign invasion. The site derives preeminent national significance from its pivotal role in the defense of Baltimore during the War of 1812, withstanding a 25-hour British naval bombardment on September 13-14, 1814. From its establishment until 1912, Fort McHenry remained an active military post. Between 1917 and 1923 it served as a receiving hospital for the convalescence of World War I veterans. In 1925 Congress designated the fort a national park and "perpetual national memorial shrine" under the administration of the War Department. The enabling legislation specifically called for the fort's preservation and restoration. Several undertakings to address this mandate were carried out by the War Department and later by the National Park Service following transfer of the property to the Department of the Interior in 1933. These efforts are significantly linked to the historic preservation philosophy of the time and the growing recognition that the federal government should play an active role in the protection and interpretation of the nation's important historic sites. In 1939, the fort was redesignated as Fort McHenry National Monument and Historic Shrine, the only park in the nation to bear this dual distinction. During World War II, the fort served as a U.S. Coast Guard training facility. For its primary association with these historical events, Fort McHenry meets criterion A for listing on the National Register.

Francis Scott Key, detained off-shore by the British during the 1814 attack on the fort, witnessed the bombardment and was moved to write the poem, "The Star-Spangled Banner." The poem eventually became the national anthem in 1931. For its association with Key, whose inspired poem has endured as a profound work of patriotic literature and music from the time of its public release immediately after the battle, Fort McHenry meets criterion B for listing on the National Register.

The fort underwent several episodes of construction and modification, both before and after the War of 1812. Although substantially altered in many respects from its appearance at the time of the 1814 bombardment, the essential configuration of the star fort has survived to the present. The modifications that have occurred provide insights into the dynamic interplay

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of technological innovation and political events that over the better part of the last century shaped military designs for coastal fortifications. Therefore, as an expression of the evolution and advances in defense engineering from the late 18th to late 19th centuries, Fort McHenry also meets National Register criterion C.

Resources that further contribute to Fort McHenry's national significance under criterion C include the various statues and commemorative plaques/markers placed at the fort during later periods of memorialization. Among these, the Statue of Orpheus is recognized as a significant artistic work by the renowned neo-classical sculptor, Charles Niehaus. Authorized by Congress in 1914, the statue was dedicated in 1922 to Francis Scott Key and the defenders of Baltimore who participated in the Battle of North Point and the defense of Fort McHenry in 1814. Other important works, placed during the centennial commemoration of the bombardment by various War of 1812 organizations, include the Armistead monument, the American privateers' monument and the British bomb monuments. The 1932 bicentennial celebration of George Washington's birth marked another milestone of memorialization by War of 1812 organizations. This event prompted the planting of trees with memorial plaques dedicated to the fort's commanders during the battle, and the placement of state tablet monuments and the Washington Elm Tree marker. The various plaques and landscape features associated with the 1932 bicentennial celebration have lost historical integrity and no longer contribute to the National Register significance of the property.

Fort McHenry also meets national register criterion D for its demonstrated ability to yield substantial archeological information regarding the nature and evolution of the fort's various structures and buildings. Important data expanding knowledge of the everyday life of the fort's historic occupants can also be gained from an evaluation of the cultural material acquired during the course of archeological investigations.

Historic Context

The development of fortifications on Whetstone Point (now known as Locust Point) was an outgrowth of the growing economic importance of Baltimore as a manufacturing/distribution center and transportation hub. Founded in 1729, Baltimore grew from a small port supported primarily by tobacco exports, to a major urban center by the time of the American Revolution. The Revolution played a significant role in boosting Baltimore's prosperity; the city's iron and ship building industries, and agricultural processing mills were major suppliers of the Continental Army and Navy. The Baltimore Turnpike linked the city to Cumberland, Maryland, providing a direct route for the transport of agricultural produce and other commodities from the interior. After 1815, with the road's extension from this point west as part of the National (Cumberland) Road, Baltimore's position as a vital distribution center was further strengthened. By the end of the 18th century, Baltimore had become the nation's third largest commercial city, engaged in a flourishing overseas trade with Europe and the West Indies.

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Early in the course of the American Revolution, the Maryland Council of Safety recognized that Baltimore was vulnerable to naval attack. In response to this threat, the Council initiated the construction of Fort Whetstone in 1776. The fort was supported by two fortified gun (water) batteries near the shore line that were intended to provide a first line of defense against naval assault. Although detailed plans or descriptions of the fort and water batteries have not been found, early maps and other evidence indicate that the fort was constructed of earthen embankments in the configuration of a star fort but without true bastions. It was located on the eastern tip of Whetstone Point at approximately the same site as its successor, Fort McHenry. In the waning stages of the Revolution, with the threat of invasion less an immediate concern, some of Fort Whetstone's cannon were removed for use elsewhere. Evidence also suggests that the fort may never have been completed.

Fort Whetstone was constructed by local residents and militia untrained in the construction of defense works and without the guidance of military engineers. As a result, design problems were inherent at the outset that left the fort essentially indefensible. However, the fort was never tested under siege, and was eventually abandoned by the military and sold to private interests after the Revolutionary War. The mining of iron ore also resumed on Whetstone Point after the war, an activity that preceded the construction of fortifications.

In 1793, the young revolutionary government of France went to war with Great Britain. Repercussions of the conflict threatened American neutrality and the interlude of peace that followed the American Revolution. The French were first to antagonize the American government when their emissary, Citizen Edmond Genêt, arrived in Charleston, South Carolina. Disclosure of his plans, including the outfitting of French warships in American ports, revealed a flagrant disregard for America's Neutrality Act. This affair was followed by the British seizure of hundreds of American ships engaged in trade with the French West Indies. Anti-British sentiments were further stirred by British support of Indian tribes resisting American expansion on the Northwest frontier.

The heightened international tensions of the period led to the signing of Jay's Treaty in 1794 between Great Britain and the United States. Negotiated by Chief Justice of the United States, John Jay, the treaty improved relations to some extent with Great Britain. However, it was denounced by many in the United States who felt that the agreement seriously undermined American neutrality, and unfairly benefitted Britain over France.

On March 20, 1794, as a precautionary measure against the instability of international affairs, Congress passed an act authorizing a program of coastal fortifications. Referred to as the First American System, this series of forts was constructed between 1794 and 1806 to protect strategic ports and harbors along the Atlantic seaboard and the Gulf of Mexico. Although funding proved inadequate, the system marked the first time that federal funds were allocated for the construction of coastal defense works.

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The government contracted with independent military architects to prepare designs because no engineering department then existed within the United States military. Many of these architects were French immigrants, formally trained in the prevailing European theories of fortification. They were permitted a wide degree of latitude in selecting plans, methods and materials. As a result, and in the absence of any unifying federal guidelines, the various forts were dissimilar in form. The forts were also not particularly durable, consisting primarily of earthworks.

A French military engineer and immigrant to the United States, Major John Jacob Ulrich Rivardi, was appointed by the Secretary of War, Henry Knox, to plan the fortifications for both Baltimore and Alexandria, Virginia. His assessment of Fort Whetstone, abandoned and in disrepair, identified several design deficiencies; e.g., the line of artillery fire from the fort was oblique, and the entrant and salient angles (that is, respectively, the angles of enemy artillery fire into the fort and across the points of the bastions) could not be defended. To correct these problems, he recommended the construction of a new star fort and water battery at the site of the earlier fort. Upon the approval of the governor of Maryland, Rivardi undertook architectural responsibility for the initial stages of construction. He was assisted by his construction supervisor, Samuel Dodge.

Construction of the water battery began in 1794, but little progress or expenditures were made on the overall fortifications between 1794 and 1797. Although instructed to keep his designs simple and to hold total construction costs to \$4,225, Rivardi came under criticism for the pace and scope of the work. Maryland congressman and Revolutionary War veteran Samuel Smith considered Rivardi's plans too grandiose.

In 1798, Rivardi was replaced by another French engineer, Major Louis Tousard. Tousard's appointment was made at a time of renewed tensions between the United States and France. The so-called Quasi-War of 1798 to 1800 was precipitated by French capture of American ships on the high seas, and what the United States considered an insulting French response to a proposed diplomatic settlement (the "XYZ Affair"). The conflict led to the establishment of the U.S. Department of the Navy and a renewed program of naval ship building. The limited and undeclared naval war brought an end to the previous four years of American neutrality, and led to an informal alliance between Great Britain and the United States.

The conflict with France spurred Congress in 1798 to appropriate \$250,000 for improvements in coastal defenses. Under Tousard's direction, dramatic progress was made on the construction of what continued to be called Fort Whetstone. Approximately \$18,000 was spent on the fortifications by the end of the year. However, Tousard's direct oversight of the fort was brief. In the same year (1798) he was placed in charge of all United States seacoast defenses, an unusual appointment in that it was made at a time when other French engineers were dismissed on suspicion of their loyalties to France. Tousard, however, had demonstrated his American patriotism by serving in the Continental Army during the Revolution, and had been promoted to the rank of

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lieutenant colonel for his gallantry.

Jean Foncin, the third French engineer to direct construction, arrived in Baltimore in 1799 as Tousard's replacement. Foncin was critical of certain design elements introduced by his predecessors, and persuaded his superiors to endorse his plans for revisions. While the details of Foncin's modifications are not well known, the present five-bastioned star fort represents to a large extent the legacy of his architectural design skills. The largest annual outlay for construction expenditures (\$53,000) was made in 1800. Under Foncin's tenure, the fort was essentially complete by 1802, and was officially known by that time as Fort McHenry in honor of Colonel James McHenry of Maryland, Secretary of War from 1796 to 1800.

At the beginning of the 19th century, a brief lull in international tensions led to the curtailment of federal funds for fortifications. However, the resumption of European hostilities in 1803 between France and Great Britain once again threatened to draw in the United States. The British policy of boarding American merchant ships and impressing their crews into service for the Crown was seen by Americans as a clear violation of their declared neutrality. In 1807, the policy was pushed to extreme limits when the British ship Leopard, in search of deserters, opened fire on the U.S. frigate Chesapeake at the entrance to the Chesapeake Bay. The event drew widespread appeals for a declaration of war, but Presidents Thomas Jefferson and later James Madison hoped to coerce a peaceful settlement through economic sanctions and an embargo on American shipping. British and French interference with America's foreign trade, and continuing American expansion on the Northwest frontier further exacerbated relations between these nations.

A new program of seacoast fortifications (designated the Second American System) was authorized in response to the renewed threats of war and invasion. Unlike those of the First American System, the second generation forts of the period 1807 to 1814 were designed and constructed under a more coordinated effort by the military with architects and engineers trained in the United States. The Second American System provided for both the upgrading of existing defenses and new fort construction to protect the growing number of strategic port cities and harbors along the Eastern seaboard. Despite the military's coordinated efforts, wide variations continued to occur among the forts of this period.

The failure of economic sanctions to produce a settlement and the continuation of American grievances against Great Britain led to the emergence of a dominant pro-war faction among Republicans in Congress. In 1812, this faction (the "War Hawks") prevailed with President Madison's reluctant endorsement of a declaration of war against Britain. The United States entered the conflict both financially and militarily ill-prepared and with public opinion severely divided.

Despite these handicaps, Fort McHenry received extensive new construction and modifications in 1813 to correct perceived design deficiencies. Chief

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Ordnance Officer of the War Department, Col. Decius Wadsworth, is credited with the design/construction of the ravelin, recognized as the fort's first significant architectural feature designed by an American-trained engineer. Because of the changes made to the fort at this time (e.g., construction of the ravelin outside the sally port entrance, platforming of the bastions, etc.) Fort McHenry bears elements of both First and Second American Systems.

Early in the War of 1812, the British blockaded the entrances to the Chesapeake and Delaware Bays in response to the capture of British merchant ships and their cargoes by American privateers. However, the British were preoccupied with subduing Napoleon's forces in Europe and were initially unable to devote serious attention to the American "annoyance." After forcing Napoleon into exile in the spring of 1814, the British deployed a force of some 5,000 army and navy veterans against the United States in mid-August. Under the joint command of Maj. Gen. Robert Ross and Vice Adm. Alexander Cochrane, the British occupied Washington D.C. and burned several public buildings, including the White House. After this success, they directed a combined land and naval attack on Baltimore.

Under the command of Maj. Gen. Samuel Smith, Baltimore was well-prepared for the British assault. A line of defense works was erected at the east end of the city, and some 15,000 militia and regular army units were mustered for the city's defense. Fort McHenry and its two water batteries, commanded by Maj. George Armistead with 1,000 men, was crucial to the defensive network, securing the harbor channels leading to the city from the south. The defenders obstructed the mouth of the Northwest Branch with a line of gunboats and the hulks of intentionally scuttled merchant vessels.

On September 12th, British troops forced the withdrawal of American defenders at the Battle of North Point, a land engagement east of Baltimore. Advancing towards Baltimore the next morning, the British halted within two miles of the city while awaiting the results of the naval attack. The bombardment of Fort McHenry began at dawn on the 13th and continued for 25 hours. Two American officers were killed and several artillerymen wounded when two shells exploded on the southwest bastion. Despite the heavy shelling (estimated by Maj. Armistead at between 1500 and 1800 shells directed at the fort, 400 falling within the defense works), the only American casualties were four killed and 24 wounded. The parade powder magazine took a direct hit during the bombardment, severely damaging the building but not the powder stored within.

The British commanders, recognizing that the fort was capable of withstanding a prolonged attack, ordered a diversionary flanking sortie at midnight by way of the Ferry Branch west of the fort. This tactic proved unsuccessful. Part of the invading party mistakenly entered the wrong waterway and failed to reach their planned landing destination. They, along with other invading forces, were repelled by the combined fire of Forts McHenry, Covington, Babcock, and Look-Out.

The British bombardment ceased at 7 a.m. on September 14th, marking the last

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time in the fort's history that it would come under enemy fire. Fort McHenry's defenders had effectively prevented British ships from entering the Northwest Branch, and the grand strategy for the seizure of Baltimore was thwarted. A significant far-reaching consequence of the battle was that it strengthened the negotiating position of the American peace commissioners, already meeting in Belgium since August. The Treaty of Ghent, ending the War of 1812, was signed on December 24, 1814.

As the British forces withdrew on the morning of September 14th, Fort McHenry's large American flag was hoisted defiantly. The flag (originally 42 ft. X 30 ft.) displayed the 15 stars and 15 stripes officially sanctioned by the United States between 1795 and 1818. It is exhibited today in the Smithsonian Institution's Museum of American History in Washington, D.C.

A young Georgetown (Washington D.C.) attorney, Francis Scott Key, witnessed the bombardment and purportedly observed the large flag later raised over the fort while detained by the British aboard an American truce ship. Key had come to Baltimore to arrange the release of his elderly friend, Dr. William Beanes of Upper Marlboro, Maryland. Beanes, whose home was earlier occupied by the British commander, Gen. Ross, prior to the Battle of Bladensburg outside Washington, had been apprehended on allegations that he had violated an oath of good behavior. Key, accompanied by Col. John Skinner (U.S. Commissioner General of Prisoners), set sail from Baltimore on September 5th and intercepted the British fleet in the Chesapeake Bay two days later. After negotiations aboard the flagship Tonnant, Adm. Cochrane agreed to release Dr. Beanes. However, because the Americans had gained knowledge of the British attack plans, they were detained aboard their small American vessel, anchored to the rear of the British fleet.

The intense anxiety felt by Key and his companions as they witnessed the bombardment was ultimately replaced by relief and joy upon recognition that Fort McHenry had withstood the attack. Key was inspired to pen the words to the poem that eventually became the "Star-Spangled Banner." He wrote the first words as the British ended their siege, adding more lines during his two-day return voyage to Baltimore. He revised and completed the draft in his hotel room. Although details are sketchy and conflicting, the poem was evidently presented to his wife's brother-in-law, Judge Joseph H. Nicholson, of Baltimore. Nicholson was so greatly moved that he had the poem printed in handbill form and distributed to the citizens of Baltimore on September 17th under the title, "Defence of Fort McHenry." The first newspaper publications of the poem appeared in the Baltimore Patriot & Evening Advertiser on September 20th, and the following day in the Baltimore American and Commercial Daily Advertiser. The name of the poem was changed shortly thereafter to "The Star-Spangled Banner."

The melody to which the poem was ultimately adapted and sung was attributed to an earlier (ca. 1770) composition entitled "To Anacreon in Heaven" by the Englishman, John Stafford Smith. It was written on the occasion of the founding of the Anacreontic Society in London, a social club dedicated to the early Greek lyric poet, Anacreon. The tune was also evidently an

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Irish/British drinking song, with different (and undoubtedly bawdier) lyrics. In any event, the melody was widely popular in America at the time that "The Star-Spangled Banner" was written, and was known and imitated by Francis Scott Key in his composition.

Key continued his successful law practice in the aftermath of the War of 1812 and was appointed U.S. attorney for the District of Columbia during the administration of Andrew Jackson. He remained deeply religious, and an active supporter of various social aid organizations. "The Star-Spangled Banner" attained widespread popularity across the country immediately following its release, and various arrangements were circulated. It acquired a prominent position among national songs by the time of the Civil War. In 1918, a bill was introduced in Congress to proclaim it the national anthem. This measure met strong opposition over the next several years, particularly among groups objecting to certain lyrics in the song that were considered antagonistic to Great Britain, and others who felt its purported drinking song associations violated moral standards. However, with the mounting support of civic and patriotic organizations, "The Star-Spangled Banner" was finally named the official national anthem by an act of Congress on March 3, 1931.

Although the 1814 bombardment successfully demonstrated Fort McHenry's ability to withstand a naval artillery attack, the bombardment exposed certain weaknesses of the fort that were improved and corrected over the ensuing decades. In 1817, the federal government enacted a new program of coastal fortifications (the Third American System) that extended over the next 50 years to 1867. The military initiated this system not in response to immediate threats of foreign invasion, but as a further means of upgrading and integrating its network of seacoast defenses. Besides the construction of new forts, technological advances in fortification design were incorporated into existing forts. Fort McHenry received several modifications during this period including the construction in the 1830s of the water (outer) battery, the breast-height walls of the parapet and the parade walls.

Fort McHenry remained a vital component of Baltimore's defenses at the time of the Civil War. The earlier construction of supplemental Third-System fortifications such as Fort Carroll, located about 4.5 miles down the Patapsco River to the southeast, lessened the pressure on Fort McHenry. However, the latter continued to be seen as critical to the defense of Baltimore both from naval and landward attack. Expedient improvements were made to Fort McHenry at the beginning of the Civil War, followed by more permanent improvements during the war and immediately after. The fort became a powerful symbol of federal authority and control, particularly early in the war when the sympathies of Baltimore's population rested strongly with the Confederacy. As stark testimony to its altered role of defending against internal threats, the fort's armaments were directed at the city to deter the possibility of a pro-Confederate siege or uprising. The fort served as a place of temporary incarceration for some 23,000 Confederate military and political prisoners, and as an important staging

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area for the outfitting and embarking of Union troops and supplies.

During the Civil War, Third-System masonry forts were demonstrated to be vulnerable to long-range rifled artillery, developed shortly before the war. Because this jeopardized Fort Carroll as a first line of defense for Baltimore, construction began in 1872 on an extensive new water battery at Fort McHenry to counter the perceived artillery threat and to bolster its defense in the event Fort Carroll fell. Although this battery was intended to be equipped with 25 15-in. guns, construction ceased in 1878 and was never completed. All appropriations for coastal defenses ended in 1875 at a time when the threat of war and invasion was perceived as minimal.

From the end of the 1870s to 1912, Fort McHenry functioned primarily as a garrison, having outlived its effectiveness as a coastal defense work. In the 1880s, armament improvements were made to selected coastal fortifications under the recommendations of a special review board headed by Secretary of War, William C. Endicott. However, Fort McHenry was not among the forts to receive these improvements. The construction in the 1890s of Forts Smallwood, Howard, and Armistead at the confluence of the Patapsco River and Chesapeake Bay, and their subsequent replacement by further advances in military defenses, rendered Fort McHenry obsolete as a fortification. It briefly served, however, as a recruiting base during the Spanish-American War of 1898.

Fort McHenry was unoccupied from 1913 to 1914 following the official end of its use as an active military post in 1912. From 1914 until 1917 it was leased to the City of Baltimore and used as a city park. In 1917, following America's entry into World War I, the U.S. Army established a large military hospital at Fort McHenry known as U.S. General Hospital No. 2. The complex consisted of 104 new buildings constructed on the fort grounds. The hospital held the capacity for treating some 3,000 patients, under the medical attention of 200 doctors, 300 nurses and hundreds of support personnel. Although the grounds were extensively altered by construction of the hospital, the star fort itself and the exterior Civil War magazine were not seriously impacted. The hospital remained in operation until 1923.

In 1925, Fort McHenry was designated a national park and "perpetual national memorial shrine" under the administration of the War Department. The army initiated efforts to restore the fort and grounds, and completed demolition of the World War I hospital buildings around 1929. In 1933, Fort McHenry passed from the War Department to the Department of the Interior, and was placed under the administration of the National Park Service. The fort was redesignated a national monument and historic shrine in 1939.

Between 1942 and 1945, Fort McHenry served as a training station for the United States Coast Guard. The Coast Guard was assigned the responsibility of protecting the nation's port facilities and docked vessels during World War II. At Fort McHenry, a primary area of instruction was on-ship fire fighting and prevention measures. Twenty temporary buildings were constructed for the training station on the grounds near the east seawall;

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these were all removed upon decommissioning of the station at the end of the war.

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UTM References (continued)

E Zone 28; Easting 363880; Northing 4347040
F Zone 18; Easting 363680; Northing 4346750
G Zone 18; Easting 363530; Northing 4346940
H Zone 18; Easting 363300; Northing 4347080

Verbal Boundary Description

The boundary of the nominated property is delineated by the polygon marked by the UTM reference points indicated on the accompanying USGS BALTIMORE EAST, MD. quadrangle map.

Boundary Justification

The boundary of Fort McHenry National Monument and Historic Shrine encompasses the entire 43.26-acre historic site listed on the National Register of Historic Places and administered by the National Park Service. The boundary includes all the land originally occupied by the fort at the time of the 1814 British bombardment and the additional acreage acquired by the War Department in 1836. The 1837 boundary wall demarcates Fort McHenry's present western boundary; a boundary fence follows the property line on the north (extending from the western boundary wall to the water's edge at the eastern end of the site); the seawall at the water's edge marks the site's eastern and southern boundaries.

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MARYLAND COMPREHENSIVE HISTORIC PRESERVATION PLAN DATA

Geographic Organization - Piedmont (Baltimore City)

Chronological/Developmental Periods -

- A. Rural Agrarian Intensification (A.D. 1680-1815)
- B. Agricultural-Industrial Transition (A.D. 1815-1870)
- C. Industrial/Urban Dominance (A.D. 1870-1930)
- D. Modern Period (A.D. 1930-Present)

Prehistoric Period Themes - N/A

Historic Period Themes -

- A. Architecture, Landscape Architecture and Community Planning
- B. Government/Law
- C. Military
- D. Social/Education/Cultural

Resource Type -

- A. Category - District
- B. Historic Environment - Rural; Urban

Historic Function(s) and Use(s) -

- A. Defense: fortification/military facility/battle site/arms storage

Known Design Source -

- A. Architect, Maj. John Jacob Ulrich Rivardi
- B. Architect, Maj. Louis Tousard
- C. Architect, Jean Foncin
- D. Architect, Col. Decius Wadsworth

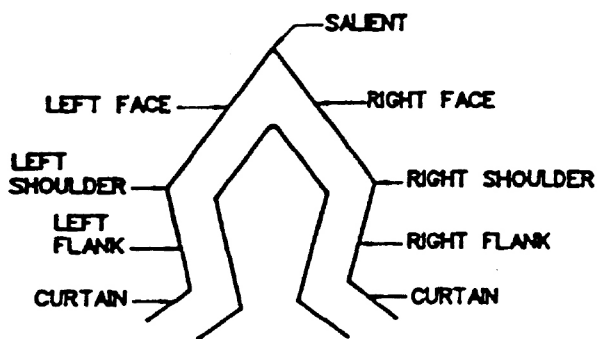
GLOSSARY OF FORTIFICATION TERMS

The following list is an expansion of the glossary established by Thompson and Newcomb in their *Historic Structure Report: Fort McHenry...*, pp127 ff. Terms used in the descriptions that are also defined in this glossary are italicized.

Banquette The bank of earth in rear of the *parapet* on which infantry troops stand to fire. At Fort McHenry the banquette formed part of the *terreplein* behind the *parapet* of the main works. Refer to the sectional diagram included in the main text.

Barbette See *En barbette*.

Bastion A work consisting of two *faces* and two *flanks*, all the angles being salient. Fort McHenry has five, one at each quadrant of a pentagon. See diagram.



BASTION COMPONENTS

Batter A slope upward and backward from the perpendicular in a wall or pier, usually expressed as the ratio of two numbers. At Fort McHenry the *scarp* walls are battered.

Battery An area protected by two or more guns. See also *Water Battery*.

Bombproof A structure of sufficient thickness and strength that bombs cannot penetrate them. Fort McHenry is known to

[From "Fort McHenry Natl. Monument and Historic Shrine; The Comprehensive Plan: Fabric Analysis and Treatment Recommendations." Grieves, Worral, Wright and O'Hatnick. 1992]

have had four for personnel, one on each side of the *sally port* and two constructed in the 1860's in the *water battery*.

Breast-Height Wall The *interior slope* of a fort parapet. Eventually, the breast-heights at Fort McHenry were made of brick.

Clapboarding Surfacing with wood plank, where each plank has one edge thicker than the other, to facilitate horizontal overlapping to form a waterproof exterior surface. At Fort McHenry, the *interior slopes* of the *parapet* above the *breast-height walls* were clapboarded in 1844.

Coping The highest or covering course of a wall. The coping at Fort McHenry is of granite and projects out over the scarp wall. See also, *cordon*.

Cordon 1) An ornamental projecting course along the junction of a *parapet* with a *rampart*. 2) The *coping* of a *scarp* wall, which sometimes projects out beyond the face of the wall by a few inches.

Counterscarp The vertical or nearly vertical side of a *ditch* nearest to the besiegers, and opposite the *scarp* wall. While generally faced or *revetted* in permanent works, it was simply an earthen work at Fort McHenry.

Covert Way (Covered Way) A corridor or *banquette* running along the top of the *counterscarp* protected by an embankment whose outer slope forms the *glacis*. The defending infantry used it as a place of security or as a means of moving from point to point. Because of the lowness and nature of the *counterscarp* at Fort McHenry, the military sometimes considered the *ditch* itself to be the covert way.

Curtain That part of the *rampart* between two *bastions*. Fort McHenry has five curtains.

Demilune See *Ravelin*.

Embrasure At Fort McHenry, an opening in the parapet through which the guns on the *bastions* were pointed.

En Barbette At Fort McHenry, guns on the *bastions* set on platforms high enough as to enable the guns to fire over the *parapet*, rather than be worked through an *embrasure*.

Entrant angle An angle inverted toward or pointing into the fortification.

Exterior slope The slope given to the outside of a parapet. At Fort McHenry there were exterior slopes on the outside of the star fort *parapet*, the water battery *parapet*, and the *ravelin parapet*.

Face / Flank of Bastion The faces were the two parts of the *bastion* that made the *salient angle*. The flanks were the two parts that joined the faces to the *curtains*. Left and right designations are with reference to a person standing inside the fortification looking toward the salient angle.

Glacis A slope of earth, usually turfed, that inclines from the *covered way* towards the country. Its object is to bring assailants into a conspicuous line of fire as they approach the fort; also to mask the general works of the place.

Gorge 1) The rear entrance to a *bastion*; 2) a narrow passage between steep walls. At Fort McHenry, the term gorge was used to refer to the space between the *ravelin* and the fort proper.

Interior slope The inclination toward the inner part of a work which is given to the earth forming the *parapet* or *rampart*, i.e.,

the back side of the *parapet*. Infantry troops lean against the interior slope when firing.

Magazine Storehouse for powder. Fort McHenry has five which survive: one pre-War of 1812 located inside the Star Fort and referred to as the Star Fort Powder Magazine; one constructed 1863-4 and referred to as the Civil War Magazine, and three constructed in 1866: one in the *Ravelin* called Magazine One; two in the *water battery* called Magazine Two and Three.

Pintle blocks Large stones usually of granite containing the pin upon which the cannon carriages would pivot.

Parapet Breastworks of earth, brick, stone, or other material. The main fort, the *ravelin* and the *water battery* at Fort McHenry each had its parapet, made of sodded earth.

Postern A minor passageway, usually vaulted, under the rampart, to afford a communication from the interior into the ditch. Fort McHenry had one: a narrow vaulted passage leading through the rampart between Bastion Four and Five. This originally served as the main drain from the interior; after construction of the 1830's water battery, this tunnel provided communication between the fort and the battery.

Rampart Broad embankment of masonry and/or mass of earth surrounding a fortified place. A rampart forms the body of the place. The *parapet* is on its exterior side. At Fort McHenry, the ramparts are essentially the star fort. The exterior is defined by the masonry *scarp* walls. On the interior the parade ground *revetment* wall separates the parade ground from the *terreplein*.

Revetment wall A retaining wall faced with stone or brick masonry.

Ravelin (or Demilune) A work constructed beyond the main ditch, opposite a *curtain*, composed of two *faces* and forming a *salient angle*. It has its own *ditch* and usually, *counterscarp*. Fort McHenry had one ravelin that provided protection for the *sally port*.

Salient angle The projecting angle formed by the two *faces* of a *bastion* or *ravelin*.

Sally port The gate or passage by which the garrison of a fort may make a sally on besiegers. At Fort McHenry it was the main gateway into the fort. At first it apparently was a single opening through the *ramparts*. Later an arch covered it.

Scarp (or Escarp) The walls of the fort on the inner side of the *ditch*. At Fort McHenry the scarp is brick, and *battered* back 9.4 to one. To the casual visitor, the scarp is the fort when viewed from the outside.

Shoulder angle With reference to a *bastion*, the angle formed by the intersection of a *face* and a *flank* wall.

Star fort An inclosed field work, in shape like the heraldic representation of a star. The first fort at Whetstone Point was probably a true star fort. Today's fort, while often called a star fort, is not truly such; it is a pentagon with five *bastions*.

Terreplein The broad surface which remains on the *rampart* after constructing the *parapet* and the *banquette*. The terreplein at Fort McHenry was not especially broad, and today extended from the parade ground *revetment wall* to the *breast height walls*.

Traverse A mound of earth or masonry, higher than a man, approximately 18 feet thick, placed at intervals on a rampart to stop shot which may enfilade. Currently, Fort McHenry has only one true traverse of this nature, in the 1830's *water battery*. Earlier brick or earthen traverses did exist. The mound-like forms of the *water battery*

bombproofs and magazines provide protection similar to that offered by the traverse.

Traverse circle In gunnery, a circular plate of iron fastened to a bed of solid masonry on which the traverse wheels, which support the gun chassis, roll.

Water battery A *battery* located nearly level with the water. During the War of 1812, Fort McHenry had two water batteries - the lower, on the river's edge; and the upper, which fired over the lower. These fell into disuse and were eventually leveled. In the late 1830's the present day battery, adjacent to the fort, was constructed. This area could more accurately be referred to as an "Outer battery", leaving the term "water battery" for the earlier works. This report has used the term "water battery" for the area, since it conforms to current usage.

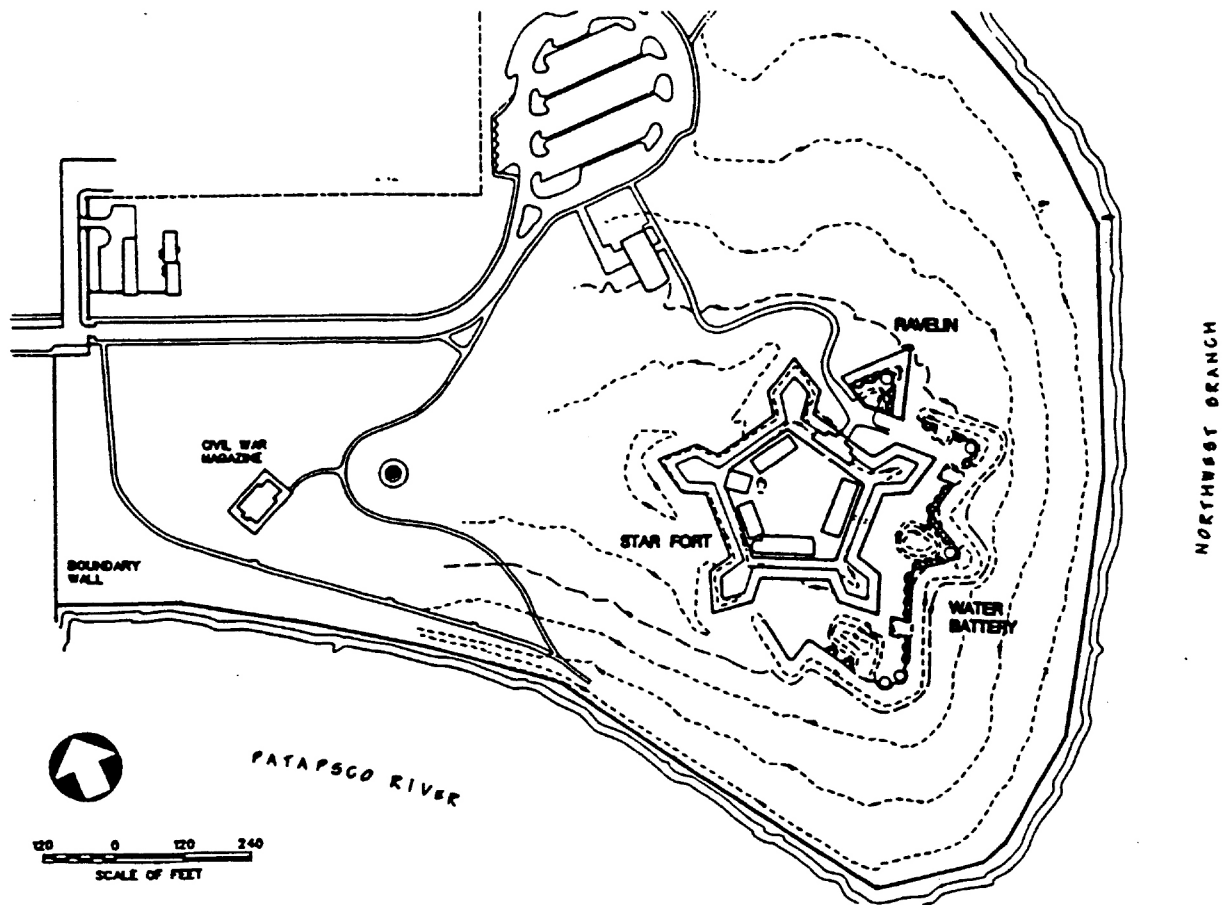


Illustration O.01. Site Plan of Fort McHenry

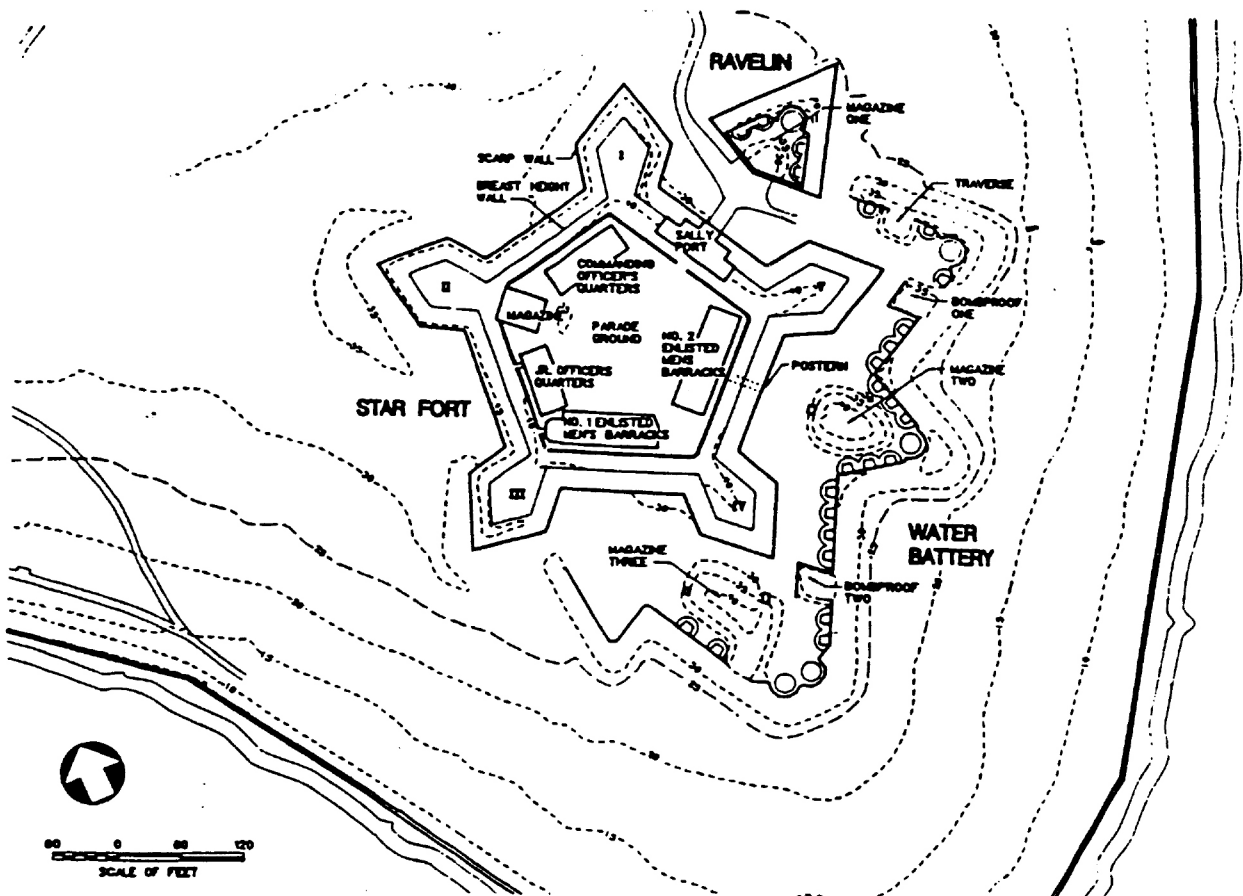


Illustration O.02. Plan of Star Fort and Water 205 Battery.

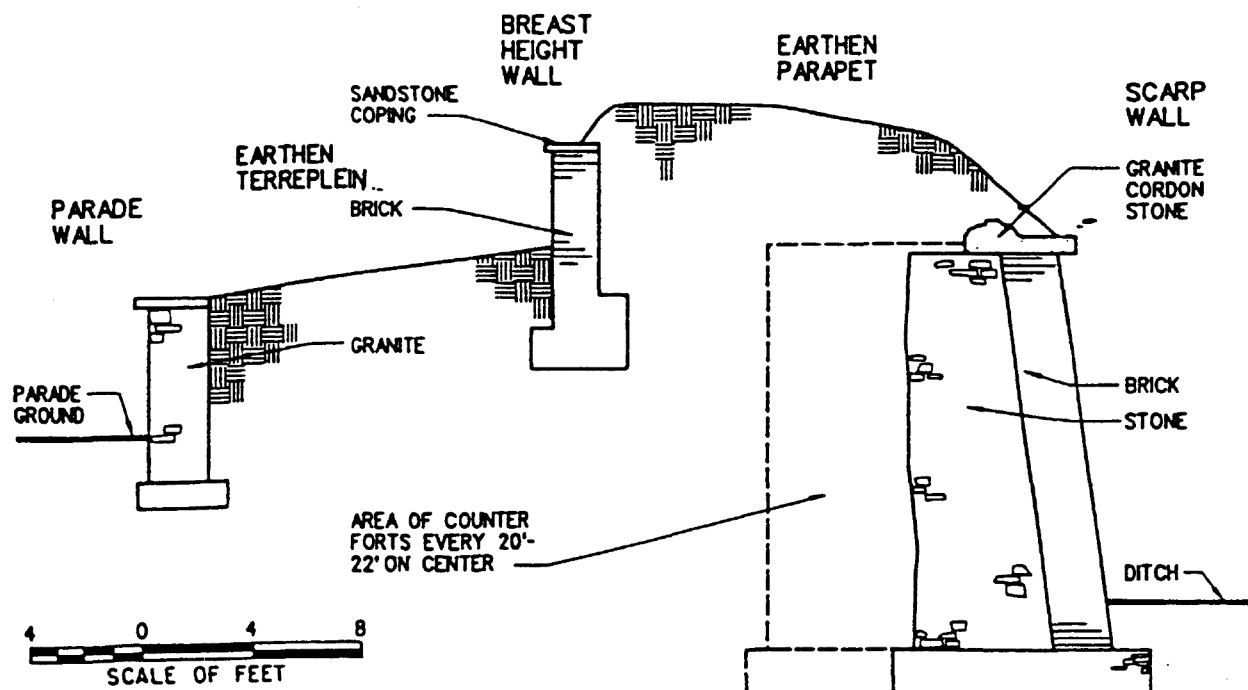


Illustration 1.1. Diagrammatic section through the Star Fort showing the relationship between the scarp wall, breast height wall and the parade wall.

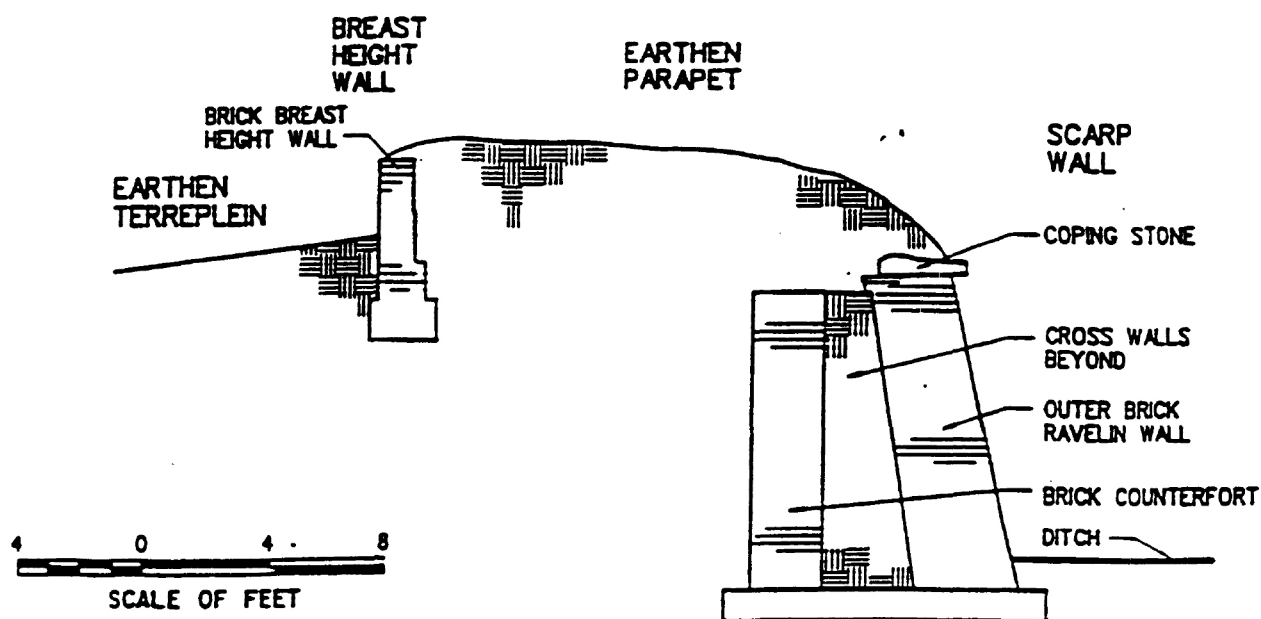
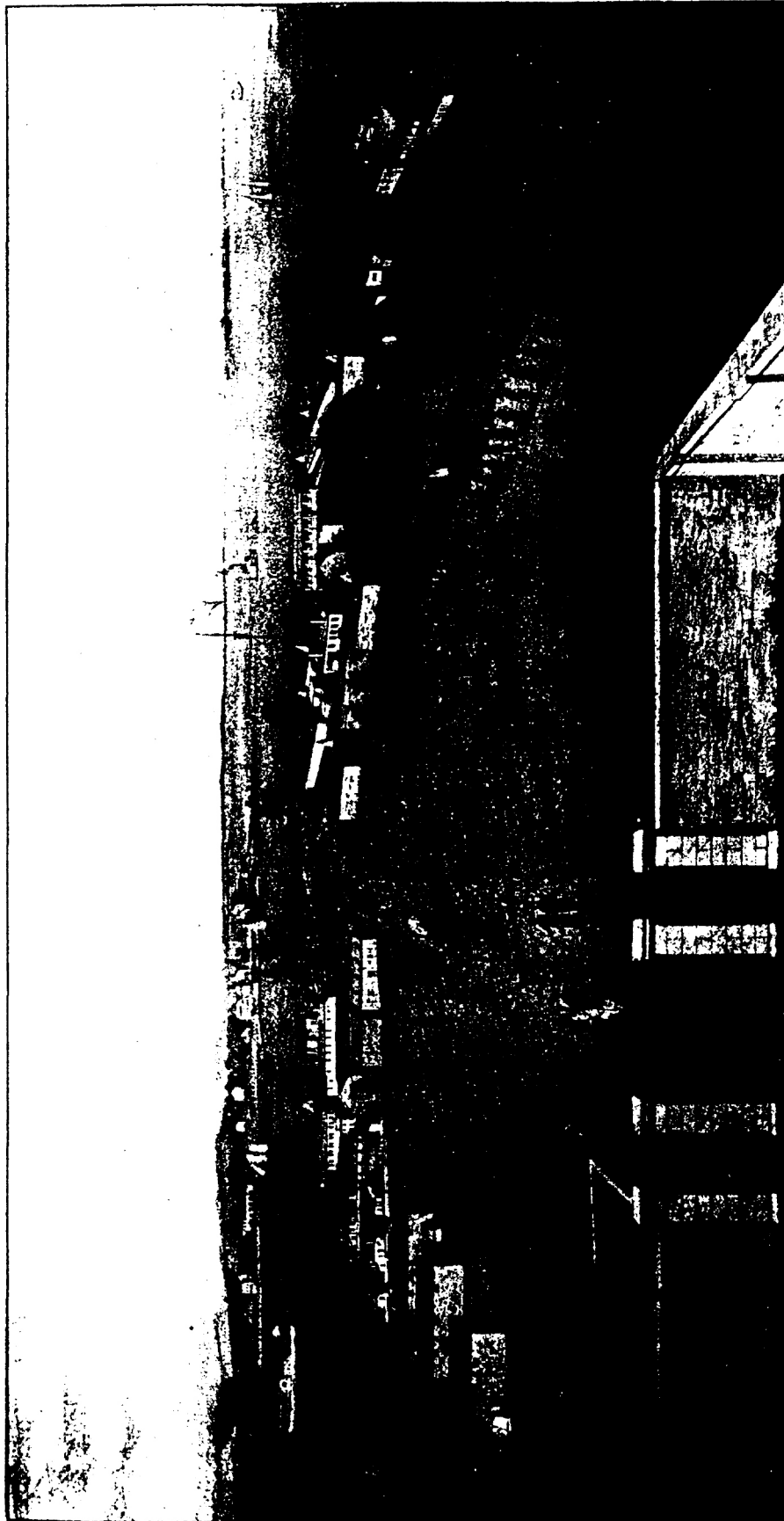


Illustration 2.01. Diagrammatic section through the Ravelin showing the relationship between the scarp wall and breast height wall.



FORT MC HENRY, BALTIMORE, MD.

Gen. J. A. DIX, Com. in Chief of this Dept.

W. W. MORRIS Col 2^d Artillery Com. of the Fort.

S. M. ALFORD, Col 3^d N. Y. V.

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Photographs

[Photos included with this nomination were taken in August, 1993, by National Park Service employees Stephen M. Clark, Mark W. Luellen, and Patrick S. McDonough, as part of the documentation prepared for Fort McHenry's List of Classified Structures. Negatives are on file with the Cultural Resources Group, Stewardship and Partnerships Team, Philadelphia Support Office, NPS.]

Photo
No.

1. Boundary Wall (FOMC 08; LCS no. 07757) - View from the southwest.
2. Entrance Gate in the Boundary Wall (FOMC 08; LCS no. 07757) - View from the northwest.
3. Fort Avenue (entrance road); (FOMC 30; LCS no. 81229) - View from the southeast.
4. Ravelin Scarp Wall (FOMC 13; LCS no. 07750) - View from the northeast, looking towards the Ravelin's salient.
5. Ravelin Gun and Emplacements (FOMC 13.A; LCS no. 81218) - View from the south; (15-in. Rodman gun positioned at the salient).
6. Magazine No. 1 (FOMC 20; LCS no. 81217) - Gated entrance to the magazine at left of photo; View from the southeast.
7. Moat (FOMC 16; LCS no. 07751) - View from the north; (west side of the star fort).
8. Fort Scarp Wall (FOMC 12; LCS no. 00352) - View from the southeast; (bastion 5).
9. Sally Port (FOMC 06; LCS no. 00354) - North (exterior) elevation.
10. Sally Port (FOMC 06; LCS no. 00354) - South (interior) elevation; guardhouses flank the entrance.
11. Flagpole (FOMC 15; LCS no. 00357) - View from the southwest.
12. Commanding Officer's Quarters (FOMC 01; LCS no. 07752) - View from the south.
13. Fort Powder Magazine (FOMC 02; LCS no. 00355) - View from the east; (Powder Magazine on left, Commanding Officer's Quarters on right).
14. Parade Drive (FOMC 19; LCS no. 81214) - View from the east; (Parade

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Drive in foreground, Powder Magazine in center, Junior Officers' Quarters on left)..

15. Junior Officers' Quarters (FOMC 03; LCS no. 07553) - View from the southeast.
16. Enlisted Men's Barracks No. 1 (FOMC 04; LCS no. 07554) - View from the northeast.
17. Enlisted Men's Barracks No. 2 (FOMC 05; LCS no. 00356) - View from the northwest.
18. Parade Walkway (FOMC 18; LCS no. 81213) - View from the north; (in front of Enlisted Men's Barracks No. 2).
19. Parade Wall (FOMC 17; LCS no. 81212) - View from the northeast; (behind Enlisted Men's Barracks No. 2).
20. Fort Breast-height Wall (FOMC 12.A; LCS no. 81247) - View from the south; (wall section between bastions 2 & 3).
21. Postern (FOMC 25; LCS no. 81215) - View from the southeast; (exterior entrance through the scarp wall).
22. Postern (FOMC 25; LCS no. 81215) - View from the north; (interior entrance through the parade wall).
23. Water (Outer) Battery - View from the south; (northern portion).
24. Water (Outer) Battery Gun and Emplacement (FOMC 14.A; LCS no. 81221) - View from the west; (15-in. Rodman gun at the northern end of the battery).
25. Magazine No. 2 (FOMC 21; LCS no. 81224) - View from the northwest.
26. Magazine No. 3 (FOMC 22; LCS no. 81225) - View from the west; (west entrance).
27. Bombproof No. 1 (FOMC 23; LCS no. 81222) - View from the south; (south entrance).
28. Bombproof No. 2 (FOMC 24; LCS no. 81223) - View from the north; (north entrance).
29. Traverse (FOMC 26; LCS no. 81216) - View from the west; (the traverse is the earthen mound in the left foreground).
30. Water (Outer) Battery Breast-height Wall (FOMC 14; LCS no. 07755) - View from the northeast; (southern terminus).

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31. Civil War Powder Magazine (FOMC 07; LCS no. 07756) - View from the northeast.
32. Civil War Powder Magazine (FOMC 07; LCS no. 07756) - View from the south.
33. Seawall (FOMC 09; LCS no. 07758) - View from the north.
34. Seawall Trail (FOMC 31; LCS no. 81230) - View from the north.
35. Boundary Fence (FOMC 08.A; LCS no. 81244) - View from the southwest.
36. Francis Scott Key Memorial Plaque (FOMC 34; LCS no. 81248)
37. Statue of Orpheus (FOMC 11; LCS no. 00353) - View from the northeast.
38. Armistead Monument (FOMC 10; LCS no. 07759) - View from the southeast.
39. American Privateers' Monument (FOMC 27; LCS no. 81226) - View from the east.
40. British Bomb Monument (FOMC 28; LCS no. 81231) - (One of two; see below).
41. British Bomb Monument (FOMC 28; LCS no. 81231) - (One of two; see above).
42. War of 1812 Commander Memorial Tree Plaque - (Representative of 32 memorial plaques).
43. Washington Elm Tree Marker - (Now in the park's museum collection).
44. Marble Bench - (One of 12 benches dispersed throughout the site).
45. Visitor Center - View from the southeast.
46. Comfort Station - View from the southwest.
47. Employee Housing/Offices - View from the northeast.
48. Parking Area - View from the southwest.
49. Maintenance Shop - View from the northwest.
50. U.S. Coast Guard Tower - View from the east.

Appendix F: Estimated Visitation Statistics at Fort McHenry NM&HS, 1933-2011¹

Year NPS Public Use Statistics Office

1933 No Figures for this year

1934 274000

1935 141098

1936 166510

1937 219159

1938 283822

1939 258403

1940 515823

1941 686324

1942 332763

1943 255641

1944 299313

1945 390108

1946 486528

1947 462399

1948 490483

1949 564076

1950 502762

1951 687621

1952 687096

1953 621011

1954 605400

1955 650900

1956 580600

1957 653700

1958 551600

1959 600900

1960 511500

1961 468200

1962 495800

1963 512300

1964 597400

1965 628800

1966 696200

1967 567700

1968 540000

1969 550000

1970 569100

1971 514300

¹ National Park Service Public Use Statistics Office, *Fort McHenry National Monument and Historic Shrine Annual Park Visitation Report*.

1972	504054
1973	506100
1974	458500
1975	598000
1976	709100
1977	430900
1978	527125
1979	543543
1980	614665
1981	672541
1982	685443
1983	723297
1984	772531
1985	795752
1986	810114
1987	546360*
1988	575992
1989	591376
1990	561800
1991	563042
1992	587841
1993	518439
1994	575747
1995	603976**
1996	610932***
1997	661141
1998	684724
1999	682012
2000	690781
2001	646775
2002	673823
2003	607357
2004	627659
2005	620636
2006	622419
2007	574924
2008	598050
2009	605870
2010	611582
2011	641254

* New 2.18 visitation multiplier counting scheme implemented

** Park closed for 20 days due to the federal government shutdown

*** Park closed for 4 days due to the federal government shutdown

Appendix G: Honorary Colonels at Fort McHenry, June 1965 - January 2012

Compiled by Scott S. Sheads

List of Known Honorary Colonels To Date (NPS Colonels are highlighted.)

YEAR	NAME	DUTY	DATE	UNIT
1965	Jimmy Devereux	Brig Gen. Hero Wake Island WWII	06/24/1965	USM
	J. Millard Tawes	Governor of Maryland	07/22/1965	USM
	.....	.....	08/05/1965	USM

1966-1974 - An estimated 60 tattoos were held between 1966 & 1975. Honorary Colonels & dates unknown

1967	_____ Brewster	U.S. Senator, Md.	08/21/1967	USM
1968	.....	.....	06/27/1968	USM
1969	William D. Schaffer	President, Baltimore City Council	07/--/1969	USM
	.....	.....	08/28/1969	USM
1970	HENRY G. SCHMIDT	NPS DIRECTOR, NE REGION	08/21/1970	USM
	.....	.....	08/28/1970	USM
	FRANCIS B. BURCH	MARYLAND ATTORNEY GENERAL	08/15/1970	USM

On August 20, 1970 The Fort Henry Guard from Ontario, Canada performed with the USMC in a special ceremony.

	C.C.H. DUNLOP	REAR-ADMIRAL, ROYAL NAVY	06/25/1970	USM
1971	LAWRENCE C. HADLEY	NPS-WASO PARK MGT.	08/26/1971	USM
1973	.....	.....	06/20/1973	USM
	.....	.....	08/29/1973	USM

1975

Between June 11 and August 27, 1975 there were 12 tattoos on Wednesday evenings.

	Edward S. Fris	Lt. General USMC	08/--/1975	USM
1976	Benjamin Zerbey	NPS-MAR, Deputy Director	06/09/1976	USM

	Harold Adams	Pres. Balto Promotion Counsel	06/16/1976	USM
	John A. Walsh	Rear Adm. USN Asst Dir. NSA	06/23/1976	USM
	Lewis H. Wilson	Gen. Commandant, US Marine Corps	06/30/1976	USM
	Earl E. Brannoch	Intern. Cmdr Yaching Rotarian	07/14/1976	USM
	Otto L. Bentsen	Captain, Tall Ship <i>Danmark</i>	07/21/1976	USM
	Jeffrey Smith	General, Fort Meade, U.S. Army	07/28/1976	USM
	William J. Briggles	NPS-Deputy Director	08/04/1976	USM
	Edwin F. Dosek	Deputy Cmdr. U.S.Army Reserve	08/11/1976	USM
	Peter Xavier Kelly	Maj. Gen.,Dir., Edc Center., U.S.M.C.	08/18/1976	USM
	Nick F. Stames	FBI Field Office, D.C.	08/25/1976	USM
1977	Raymond S. Tomkins, Jr	Pres., Baltimore Tourist Counsel	06/20/1977	USM
	Samuel Jaskilka	General, Asst Cmdt, USMC	06/27/1977	USM
	Harry J. McQuirk	Maryland Senator	07/04/1977	USM
	George Price	Brig General, Chief of Staff, USA	07/25/1977	USM
	Benjamin F. Dean	Brig Gen. Md Army Nat Guard	07/11/1977	USM
	Thomas J. Burke	Chief, Baltimore City Fire Dept	07/18/1977	USM
	George B. Price	Chief of Staff, US Army	07/25/1977	USM
	John T. Kish	Comdg Officer, FOMC Naval Reserve	08/01/1977	USM
	James W. Winnefeld	Rear Admiral, U.S. Naval Academy	08/08/1977	USM
	B.R. Junman	Admiral, Dir., National Security Agency	08/15/1977	USM
	Blair Lee III	Maryland Lieutenant Governor	08/22/1977	USM
1978	On May 18, 1978 the USMC departed Fort Meade.			
	.....	.....	05/18/1978	USM
	Richard L. Stanton	NPS-MAR, Regional Director	06/14/1978	USM
	Lawrence F. Snowden	Lieut. General, Chief of Staff, HQMC	07/26/1978	USM
	Charles McMathias	U.S. Senator	08/19/1978	USM
	Herb Fried	CEO, W. B. Doner & Company	08/30/1978	USM
	.....	.....	09/10/1978	USM
1979	William Whalen	NPS-Director	07/11/1979	USM
	Margaret Brewer	USMC General	07/18/1979	USM
	Harry Sanford	Baltimore Red Cross Volunteer	08/08/1979	USM
	Brooks Robinson	Baltimore Oriole, 3rd Baseman	08/15/1979	USM
	Louis Zumstein	Rear Admiral, USCG	08/22/1979	USCG
1980	Clement Erhardt	Pres., Maryland Society, War of 1812	06/04/1980	USM
	Juin Crosse	NPS-Superintendent-FOMC	06/22/1980	USA
	Mary P. Martin	Director, Star-Spangled Flag House	07/07/1980	USAF
	Merrill C. Windsor, Jr.	Pres. Council Abandoned Military Posts		07/13/1980
USA	Jim Coleman	NPS, MARO Director	07/16/1980	USN
	George M. Fowler	Cmdr. U.S. Naval Reserve	07/20/1980	USN
	Jerry Turner	Evening News Anchor, WJZ TV	07/27/1980	USAF

1981	William J. White	Lt. General, USMC Deputy Chief	08/03/1980	USM
	John Hervey	Rear Admiral, British Royal Navy	08/03/1980	USN
	Warren D. Hodges	Major General, Adj. Md State Guard	08/10/1980	USA
	Earl Weaver	Manager, Baltimore Orioles	07/05/1981	USA
	John B. Hayes	Cmdr. U.S. Coast Guard	06/21/1981	USCG
	Judith Kreiner	News American Columnist	06/28/1981	USA
	Anthony L. Marino	Cmdr. Disable American Veterans	07/26/1981	USN
	Jeffrey M. Varnes	American Red Cross	08/02/1981	USN
	Emile Sporbett	Fleet Reserve Association	08/06/1981	USM
	Barbara A. Mukulski	U.S Congress	08/09/1981	USAF
1982	Daniel H. Burkhardt	American Legion, Adj.	08/16/1981	USA
	Paul Thompson	Cmdr. Disable American Veterans	06/20/1982	USAF
	J. H. Butta	Vice-President- C&P Telephone	06/27/1982	USA
	Warren M. Bloomberg	Post Master , Baltimore City	07/18/1982	USM
	Russell E. Dickerson	NPS, Director	07/25/1982	USA
	Mary Dobkin	Baltimore Little League Activist	08/01/1982	USM
	Patrick J. Symons	Rear Admiral, British Royal Navy	08/08/1982	USN
	James S. Gracey	Admiral, Cmdr US Coast Guard	08/15/1982	USCG
	Frank J. Battaglia	Commissioner, Balto City Police	08/22/1982	USA
1983	Alice G. Pinderhughes	Balto. City School Superintendent	07/17/1983	USA
	Walter Sondheim, Jr.	Chrm. Charles Center-IH Mangt.	07/24/1983	USN
	Richard H. Thompson	Lt. General, U.S. Army-Logistics	08/07/1983	USA
	John D. Costello	Rear Adm. 5 th U.S. Coast Guard	08/14/1983	USCG
	Majorie S. Holt	U.S. Congress, House	08/28/1983	USAF
1984				
	Wes & Connie Unseld	Baltimore Bullets-Basketball	07/22/1984	USA
	Milton S. Eisenhower	Pres. Johns Hopkins University	08/05/1984	USN
	Walter Lord	Author	08/12/1984	USAF
	Enolia P. McMillan	Pres. NAACP	08/19/1984	USN
1985	Andrew H. Anderson	Major General, Maryland State Guard	08/26/1984	USA
	Sister Kathleen Feeley	Pres. College of Notre Dame	07/21/1985	USA
	Clarence "Du" Burns	Pres. Balto City Council	07/28/1985	USN
	Lewis B. Hill, Jr.	Brigadier General, Md State Guard	08/11/1985	USA
1986	William Penn Mott	NPS-Director	08/18/1985	USN
	James C. Irwin	Rear-Admiral, 5 th District USCG	08/25/1985	USCG
1986	Johnny Unitas	Colts Quarterback	07/20/1986	USM
<u>SEVERE STORM-CANCELLED</u>				
1986	Samuel Winik	Parking Lot owner & Patriots of Fort McHenry	07/27/1986	USAF
	Dorothy Mead	Dis. Dir.,EEO Commission, MD	08/03/1986	USN
	Bishop J. Robinson	Commissioner, Balto City Police	08/10/1986	USN

	Joseph M. Kane	Disabled Am Veterans Cmdr	08/17/1986	USA
	<u>SEVERE STORM-CANCELLED</u>			
1987	Peter J. O'Connor	Fire Chief, Baltimore	07/19/1987	USM
	Edward C. Papenfuse	Maryland State Archivist	07/26/1987	CWAr
	Susan White-Bowden	WMAR-TV, Author	08/02/1987	USA
	Joseph M. Kane	Cmdr. Disabled American Veterans	08/09/1987	USN
	Richard E. Bamberger	Cmdr. Disabled American Veterans	08/09/1987	USN
	Peter Kumpa	Sun Columnist	08/16/1987	USA
	Dennis P. Galvin	NPS- Deputy Director	08/30/1987	USN
	Alan D. Breed	Rear Admiral, US Coast Guard	08/23/1987	USCG
1988	Patriots	Patriots of Fort McHenry	06/26/1988	USN
	Alec Gould	NPS-MAR-Deputy Regional Director	07/24/1988	CWAr
	Robert Y. Dubel	Superintendent. Balto. County Schools	08/14/1988	USM
1989	Tom Clancy	Honorary Chairman-SSB	05/16/1989	USM
	Charles B. Slaughter	Md Pres., Sons of American Revolution	05/16/1989	USM
	Mary Pat Clarke	President Baltimore City Council	08/06/1989	USN
	Benjamin L. Cardin	U.S. Congressman	08/13/1989	USN
	Dr. Hamilton Moses III	VP-Medical Aff. Johns Hopkins Hospital	08/20/1989	USM
1990	Charles Clapper	NPS-MAR, Deputy Director	07/15/1990	USM
	?	NPS, ?	07/22/1990	USN
	Alan R. Walden	WBAL	08/05/1990	USN
	Walter G. Hogan	Cmdr-in-Chief VFW (Missouri)	08/19/1990	USA
1991	Roy Birch	Royal Naval Cmdr./ Pres. Patriots	06/30/1991	USA
	Bruce M. Culotta	Pres. Locust Point Civil Assoc.	07/14/1991	USN
	Robert L. Nunn	Assistant, NPS Director	08/04/1991	USM
	Frank R. Finch	Col. U.S. Corps Engineers	08/25/1991	USN
1992	Charles T. Lyle	MHS-Director	06/28/1992	
	James M. Ridenour	NPS Director	07/12/1992	USN
	Fontaine Black	NPS -EEO Manager	08/16/1992	USA
	Edward V. Woods	Baltimore City Police Commissioner	08/23/1992	USN
1993	John J. Reynolds	NPS-MAR Director	07/18/1993	USA
	Joseph W. Gorrell	NPS-MAR, Unknown	07/27/1993	USN
	Cornelius J. Behan	Baltimore Chief of Police	08/01/1993	USM
1994	B. J. Griffin	NPS-Region Director	07/31/1994	USN
	John Armiger, Jr.	Pres. Dulaney Memorial Gardens	08/21/1994	USN
	3 Normandy Veterans	CANCELLED -RAIN	08/14/1994	
1995	Edmund G. Beecham	Brigadier General (Ret)	06/25/1995	USM

	Maurice D. Tawes	Brigadier General (Ret)	06/25/1995	USM
	Edward G. Jones	Brigadier General (Ret)	06/25/1995	USM
	Roger Kennedy	NPS Director	07/23/1995	
	Edwin F. Hale	Pres. First Mariner Bank	08/06/1995	USM
1996	Cancelled – no Music		07/23/1996	USAF
	Stephen A. Geppi	CEO, Diamond Comic Distributors	08/25/1996	USM
1997	Joyce Bauerle	Pres. Locust Pt Civil Association	06/29/1997	USA
	Tom M. Chagouris	Chairman, Patriots of Fort McHenry	07/20/1997	USN
1998	Sandra L. DeCorte	President, Questers International	07/12/1998	USM
	Lonn Taylor	Historian, Smithsonian NMAH	07/19/1998	USA
	James F. Fretterd	Lt. Gen; Adj Gen Md State Guard	08/23/1998	USA
1999	John E. Cook	NPS-Director, Intermountain Region	07/18/1999	USN
	Henry A. Rosenberg	Crown Central Petroleum, CEO	07/25/1999	USA
	Lou G. Miller	VIP-Fort McHenry	08/25/1999	USM
2000	Vernon Seiver	Ret. Lt. Colonel Md Air Nat'l Guard	07/23/00	USN
	Bob Altenburger	Korean War Veteran/VIP-Fort McHenry	08/26/00	USM
	Wm. H. Miller	Korean War Veteran/VIP-Fort McHenry	08/26/00	USM
	R.C. O'Connor	Korean War Veteran/VIP-Fort McHenry	08/26/00	USM
	Robert Stanton	NPS Director	09/30/00	USA
2001	Unknown	Unknown	07/01/01	USN
	Dale Hillaird	Director, <i>Pride of Baltimore II</i>	07/08/01	USM
	Nathan Weinberg	Weinberg Foundation	08/05/01	USA
	Barbara Hoffman	Maryland State Senator (Canceled-Rain)	08/12/01	USN
2002	Brian Hope	Captain, Liberty Ship John Brown	07/07/02	USM
	Barbara A. Hoffman	Maryland State Senator	08/28/02	USN
	Bailey Fine	Congressman Benj Cardin's Staff	09/22/02	USN
	Shirley Doda	Former Pres., LP Civic Association	10/12/02	USA
2003	Martin O'Malley	Mayor of Baltimore	07/13/03	USA
	Sally Johnson	Flag House Director	07/27/03	USM
	Richard Zelmer	U.S.M.C. General	10/18/03	USM
2004	TBA	US Naval Reserve	08/16/04	USM
2005	NO TATTOOS			
2006	Mary Bomar	NPS, NE Regional Director	06/25/06	USN

	Joseph Curran	MD Attorney General	07/15/07	USM
2007	Paul Plamann	NPS Park Ranger, 40 Years service	06/09/07	USN
	Bruce F. Tuxill	Maryland, Adjutant General	06/30/07	USAF
2008	None	None	06/29/08	USN
	-----	NPS		USAF
2009	Sheila Dixon	Mayor of Baltimore	06/--/09	USN
	Ralph E. Eshelman		00/01/09	USA
2010	NO TATTOOS			
2011	NO TATTOOS			
2012	James Lighthizer	Civil War Historian	07/14/12	
	Burton Kummerow	Director, Maryland Historical Society	08/04/12	
	Thomas Noonan	CEO - Visit Baltimore	08/18/12	

Known Honorary Colonels –Dates Unknown

William D. Schaffer	Mayor Baltimore
Paul Sarbanes	U.S. Senator
Brain McHale	Locust Point, Delegate
Thomas Frazier	Baltimore City Police Commissioner
Lou Koerber	Flag Day Foundation
Al Sanders	WJZ-TV
Walter P. Hyle	Disabled American veterans
Norman Ruckert, Sr.	Ruckert Terminal Corp.
Chet Harris	NPS Chief Interpretation
Helen D. Bentley	U.S. Congress
Robert N. Ford	Veterans Affairs - Maryland
MARIE RUST	NPS-MAR
Lou Miller McKeldin	Mayor of Baltimore
Thomas D'Alesandro	Mayor of Baltimore
Jonathan Seaman	Lt. General
Leonard Chapman	General
Draper Kauffman	Rear-Admiral

CIVIL WAR COLONELS - APRIL

1997	Lou Linden	USS <i>Constellation</i> Foundation
1998	Tom Clemens	Save Historical Battlefields
1999	Jean H. Baker	Professor/History, Goucher College
2000	Ed Williams	Assistant Dir., B&O Railroad Museum
2001	Dan Toomey	Author, publisher
2002	Gail Stephens	NPS Volunteer @ Monocacy

2003	Bill Wilson	1 st Maryland, USA
CWE	TO BE HELD EVERY OTHER YEAR	
2005	Discontinued	

DEFENDERS' DAY GUEST SPEAKERS

		[Incomplete]
1968	THOMAS J. D'ALESANDRO	MAYOR OF BALTIMORE
1969	THOMAS J. D'ALESANDRO	MAYOR OF BALTIMORE
1971	THOMAS J. D'ALESANDRO	MAYOR OF BALTIMORE
1985	JAMES W. COLEMAN	NPS DIRECTOR, MID-ATLANTIC REGION
1986	Thomas K. Boots	Cmdr. U.S. Naval Reserve, Fort McHenry
1987		
1988	Jan I. Miles	Captain , <i>Pride of Baltimore II</i>
1989	Ewin A. Burtnick	Assistant City Comptroller
1993	Alan Walden	Patriot's of Fort McHenry
1994		
2002	Alan Walden	Patriots of Fort McHenry
2003	Robert Ehrlich	Governor of Maryland & Martin O'Malley, Mayor of Baltimore
2004	TBA	
2005-10	Unknown	

